

DOES THE MASSACHUSETTS NATIONAL GUARD'S POLICE MISSION
PARTNERSHIP INITIATIVE (MPMPI) TRAINING MODEL HAVE UTILITY
OUTSIDE THE COMMONWEALTH OF MASSACHUSETTS?

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MASTER OF MILITARY ART AND SCIENCE
Homeland Security Studies

by

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ABSTRACT

DOES THE MASSACHUSETTS NATIONAL GUARD'S POLICE MISSION PARTNERSHIP INITIATIVE (MPMPI) TRAINING MODEL HAVE UTILITY OUTSIDE THE COMMONWEALTH OF MASSACHUSETTS? by Major Christian Leighton, 104 pages.

This study investigates the feasibility of the Massachusetts National Guards Police Mission Partnership Initiative (MPMPI) to determine if this training model is replicable. The purpose of MPMPI is to partner with Massachusetts Civilian Police Authorities in order to meet career opportunities, meet Military Police Law Enforcement Certification requirements, improve Military Police capacity for civil support missions and develop Law Enforcement professionals. The MPMPI leverages member's military police training with a condensed National Guard (NG) police academy taught by a blend of military and civilian law enforcement instructors. There are two condensed programs. These programs have shortened time requirements since they give prior credit to military police training, thus saving time and money. This grants employment opportunities to graduating members and enhances the skill set of MPs which can be applied during state emergencies. Since the NG is dual hatted, these enriched capabilities can also be executed in State and Federal activations.

In light of current economic realities, the military, along with all entities of government will have to find a method to reduce costs. Is this new model of synergy between the military and civilian law enforcement a mutual relationship in which all parties receive benefits?

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ACRONYMS

AFSC	Air Force Specialty Code
AGR	Active Guard or Reserve
AIT	Advanced Individual Training
ANG	Air National Guard
ARNG	Army National Guard
AT	Annual Training
BOSAR	Behavioral Observation and Suspicious Activity Recognition
CID	Army Criminal Investigator
CNGB	Chief, National Guard Bureau
DoD	Department of Defense
DOTMLPF-P	Doctrine, Organization, Training, Materiel, Leadership & Education, Personnel, Facilities and Policy
FLETC	Federal Law Enforcement
IADLEST	International Association of Directors of Law Enforcement Standards and Training
LE	Law Enforcement
LEO	Law Enforcement Officers
MANG	Massachusetts National Guard
MCOLES	Michigan Commission on Law Enforcement Standards
MOS	Military Occupation Specialty
MP	Military Police
MPMPI	Police Mission Partnership Initiative
NG	National Guard
NGB	National Guard Bureau

OSI	Office of Special Investigations
POST	Peace Officer Standards and Training
PT	Proficiency Training
SAD	State Activation Duty
SF	Security Forces
ST	Special Training
USC	United States Code
UTA	Unit Training Assembly

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CHAPTER 1

INTRODUCTION

Across America's 50 states, three territories and the District of Columbia, the National Guard does three things extraordinarily well: we fight America's wars, protect the homeland, and build global and domestic partnerships. These three overlapping operational missions provide balance to the Chairman of the Joint Chiefs of Staff's federal strategic direction to deter threats, assure partners and defeat adversaries, while also providing localized, reliable, emergency response and comfort to Americans from within their own neighborhoods.¹

— 2015 National Guard Bureau's Posture Statement

Background

The purpose of this study is to explore the Massachusetts National Guard's Police Mission Partnership Initiative (MPMPI) to determine if this training model is replicable in total or specific elements, such as policy adoption or professional standards, and if it has utility outside of the Commonwealth of Massachusetts. This study analyzes the results of the MPMPI program and its feasibility in meeting the objectives of the National Guard (NG) mission in other states. The NG's history has always been that of the Citizen Soldier, the militia, constructed of civilians within the local communities who are routinely called upon to serve the state or the nation in times of emergency or war.² The uniqueness of this military organization allows the NG to be the people's military, which offers distinctive opportunities for both members of the organization and the state.

The primary point of this study is to determine whether the MPMPI model produces benefits that states and their NG organizations can reap through partnership, or if there are other programs that are better suited for adoption across multiple states. In the current fiscally restrained environment, questions arise of whether governments should

consider this model and if the model meets the needs of the state, either in law enforcement or in another sector of state government. The intent of this author is to suggest that the MPMPI is a model worthy of a state's consideration for adoption, because it has the potential to meet many of the requirements of state governments.

The basis of this research examines how the NG supports state and local community law enforcement needs. An analysis of MPMPI will determine how benefits are provided for the local community through policing and employment of NG members. The NG is comprised of 458,000 members serving throughout 3,600 communities.³ Currently there are approximately 23,000 Military Police (MP) serving in the Army National Guard (ARNG) and 7,300 Security Forces (SF) serving in the Air National Guard (ANG).⁴ The Army Military Occupation Specialties (MOS) and Air Force Specialty Codes (AFSC) are similar career fields as the law enforcement branch of each service.

There are currently 460 ARNG MP Soldiers and 160 ANG SF Airmen within the Commonwealth of Massachusetts. These forces can be utilized by the Governor of Massachusetts in state of emergencies under State Activation Duty (SAD). These same NG forces can also be utilized by the President of the United States to deploy and fight U.S. wars when they are activated to Federal status. Over 750 ANG SF and thousands of ARNG MP forces have and continue to deploy annually in overseas contingency operations since 11 September 2001.

The All Army Activity Message (ALARACT) #025/2010, which requires Army MP units to conduct a robust annual training program focused on law enforcement skill sets, contains a caveat for NG forces that stipulates civilian police officers in the NG may

act as certifying law enforcement trainers. Leaders in the Massachusetts National Guard (MANG) shape the environment with Massachusetts civilian law enforcement authorities and the MANG in order to create the MPMPI program.

This training model is a new concept that gives civilian training credit for previous military police instruction at the MP academy. By establishing a partnership between state and NG officials, this training program results in an accredited, condensed police academy. The prior military training replaces portions of the required civilian training. This shortening of the civilian program saves time and money, while advancing civilian job employment options for the MANG members.

Recent terror attacks in the United States stress the importance of how Law Enforcement Officers (LEO) are trained and prepared for these situations. Under MPMPI, Massachusetts NG MP and SF forces are trained beyond traditional law enforcement. Through their military training, troops receive real-world combat training and experience, such as anti-terrorism training, active shooter response training, and traditional law enforcement skills training. While this training is focused on overseas deployment preparation, wartime training still gives the officer additional training that may be used in domestic terrorist attack responses. This offers law enforcement agencies more tactically trained officers on the street with skill sets that may be critical in life or death situations. The terror attacks of 11 September 2001, the Boston Marathon terrorist bombing of 15 April 2013, and the active shooters during the early 2000s are on the rise, as well as domestic emergencies like natural disasters and civil disturbances.⁵

Many issues have surfaced while researching this new program. Examples of these issues are the limitation of manpower, resources, funding, training hours,

experiences, morale, and the many partnerships between civilian law enforcement and the NG. There is also a school of thought that the more military veterans that serve on a local civilian police department, the more militarized civilian police become. When police acquire tactical gear and equipment designed for the battlefield for use in the line of duty on Main Street, America, the question arises, are community police forces turning into a military force within the United States? These are perspectives that need to be considered while evaluating this initiative.

Since MPMPI is still a pilot program, it is in the early stages of implementation in the Commonwealth of Massachusetts, the details of this program are not extensively known throughout the NG and the law enforcement community.

Problem Statement

The primary thesis questions ask if the MPMPI training model has utility outside the Commonwealth of Massachusetts. This research will be an exploratory look at the new MPMPI. Analysis of this program will determine how it meets the Chief of the National Guard Bureau's (CNGB) priorities and commander's directives. Exploration of options intends to determine if this model has utility for other states to benefit their own NG Soldiers and Airmen as well as the civilian law enforcement community.

Assumptions

It is easy to assume that once Guardsmen complete all of their military law enforcement advanced school or technical school that they will have met all or most of the requirements to become a police officer within their local communities. This will not always be the case. Currently, individuals need to apply and, if accepted to a civilian

police department, complete another civilian police academy with a majority of the training similar, or the same, to the training they received from the military. This is redundant training, the result of which equals wasted time and money for both the police department and the trainee.

These research assumptions consider that the number of MP and SF personnel in the Commonwealth of Massachusetts will remain consistent, and will not be reduced by the NG in the near future. It is assumed that no future Base Realignment and Closure (BRAC) will occur, which would reduce the MP end strength within Massachusetts. Recent personnel reductions to the military and the NG may decrease the amount of available MP and SF forces. This research also assumes the need for state and local law enforcement officers will remain consistent; that tight budgets, resources, funding, manpower, and assets will remain constrained; and that political, civilian, and military leaders will support this program in the future. From the Federal Title-10 perspective, the NG's deployment tempo will remain at a very high state for the foreseeable future as military commitments increase.

This research will make the further assumption that Massachusetts' implementation of the MPMPI program will be the litmus test case for expansion into other states. As it stands now, MPMPI is a training program. Each state has its own training-specific requirements. Although training requirements are similar in nature, individual state laws and regulations will be different.

Limitations

The research, analysis, and conclusions in later paragraphs are limited by the amount of data on this topic. There is enormous amount of information about the

different components of the NG and civilian law enforcement; however, there is a minimum amount written at this time about the MPMPI program. This research had limited time available for this study.

Even though the NG is nationwide, this research focuses on the state laws and regulations of Massachusetts, not all fifty states. Each state has unique individual laws and processes pertaining to the implementation of such programs along with officer hiring and training requirements. However, it will examine other similar programs to determine if this program has any utility to benefit other states.

Currently, this program is only for uniformed members of the ARNG and ANG. Members of the Army and Air Force Reserves and members of State Defense Forces are not currently eligible for MPMPI. Military veterans who have completed Army Military Police or Air Force SF training, and credentialed MP or SF are not currently eligible for this program. U.S. Army Criminal Investigator (CID) and U.S. Air Force Office of Special Investigations (OSI) are also not considered eligible in this program at this time. This is strictly a MANG Program for MP and SF career fields who successfully graduate their respective military MP or SF Academy.

There are other programs that support veterans in education and training for law enforcement employment. Michigan's Military Police Veteran's Academy is one of these few programs that will be used for comparison.

Delimitations

This research will assess feasibility and suitability of the MPMPI model, and weigh the benefits and the negatives of the program. This study will determine if other states should adopt this training model and reap similar benefits as Massachusetts. This

study will not include Reserve Forces of the Army and Air Force Reserves, only MANG and ANG. This study will also not address any employment opportunities through the MPMPI program for the Massachusetts State Police (MSP). The MSP have their own hiring criteria and MSP Academy. It is assumed that no other training will replace the MSP Academy in order to gain employment by the MSP at this time.

This research will analyze the MPMPI program for Massachusetts ARNG and ANG. Upon completion of the program, graduates will have the necessary training credentials for job opportunities within the Commonwealth of Massachusetts. Cities, towns, college campuses, and certain state law enforcement positions can hire these graduates of the MPMPI.

Significance of Study

Since the MPMPI is a new program, the first in the nation, there is currently no academic research conducted on this program. This paper will serve as a launch point for further consideration for the MPMPI program. The study will analyze the program and discuss its potential growth, if warranted. In the coming years many levels of government, federal, state, city, and towns, will face significant budgetary cuts. Many programs will be required to demonstrate effectiveness, efficiency, and limit unnecessary expenses when and wherever possible. Many military and civilian leaders across the nation are unaware that the MPMPI program exists; therefore, this study will be a vehicle to further the understanding of the program. This research may lead to the discovery of possible opportunities by using training synergies in a partnership with the NG and civilian partnerships in law enforcement and other career fields. In these fiscally restrained times, the government must become efficient and good stewards of resources.

A look into MPMPI could initiate collaborative efforts between two or more government entities that may prove to be cost and time effective.

Conclusion

The purpose of this study is to research the MPMPI, consider areas for future expansion of the program benefits, and examine how it is nested with the CNGB's priorities while delivering a synergy of effects, capitalizing on previous military training and determining how the civilian law enforcement community can benefit. This study will consider some opposing viewpoints to determine if this program falls into the category of the militarization of the police force. At the end of this study, other areas will be identified where future research should be conducted in order to capitalize on potential benefits that this model may highlight.

¹ National Guard, "National Guard Bureau Posture Statements," accessed 28 January 2016, <http://www.NationalGuard.mil/Features/PostureStatement.aspx>.

² National Guard Association of the United States, "The Evolving Role of the Citizen-Soldier," accessed 21 March 2016, <http://www.ngaus.org/advocating-national-guard/evolving-role-citizen-soldier>.

³ Col. Richard J. Dunn III, "America's Reserve and National Guard Components: Key Contributors to U.S. Military Strength," in *U.S. Military Strength U.S. Military Strength* (The Heritage Foundation 2016), accessed 19 April 2016, <http://index.heritage.org/military/2016/essays/americas-reserve-and-national-guard-components>.

⁴ Major Bean (NGB/A7S), email message to author, 17 February 2016.

⁵ Federal Bureau of Investigation, "FBI Releases Study on Active Shooter Incidents," 24 September 2014, accessed 21 March 2016, <https://www.fbi.gov/news/stories/2014/september/fbi-releases-study-on-active-shooter-incidents>.

CHAPTER 2

LITERATURE REVIEW

Today's National Guard is more accessible, adaptable and affordable than ever in its 377-year history, and at historic levels of readiness.

— General Frank J. Grass, Chief, National Guard Bureau

In order to determine if the Massachusetts Police Mission Partnership Initiative (MPMPI) training model has utility outside the Commonwealth of Massachusetts, it is important to understand the mission and current organization of the NG. This review is critical for this study to have a complete understanding of the responsibilities of the NG. It is important to comprehend how the NG supports local civilian authorities and the active duty components with its state and federal missions. Understanding this relationship between the two agencies is beneficial to conduct the analysis of the MPMPI. This chapter contains an explanation of the NG's mission, composition and the individual law enforcement functions within. An explanation of how the Commonwealth of Massachusetts trains its Police Officers will also lay the foundation for chapter 4 and the conclusion in chapter 5.

This literature review chapter will present available literature about law enforcement training and employment, to include various viewpoints. MPMPI is a new concept in law enforcement training. The NG has been around since the foundation of the United States. The ARNG celebrates its birthday on 13 December 1636. Since this military organization had been established years ago, there is an abundance of written sources from which to analyze its successes and failures of the NG. Books, periodicals, studies, meeting minutes, and available slides will be reviewed in this study.

This chapter will provide definitions used throughout the study. First, each of the organizations are explained in how they are organized, their missions, and how they relate to one another. Since the NG is a unique military organization that is utilized in different manners under different chains of command, it is critical to understand its mission sets. Figure 1 is a graphical representation of three vital components of the MANG and its relationships. The shared areas that overlap each other demonstrate a shared application and benefits between the two parties. An example of this is between the individual Guardsman and the MANG. The individual may get advanced military training, which adds to the Guardsman's skill sets while bringing more proficiency to the MANG.

The center represents complete synergy where the individual, Massachusetts, and the MANG all overlap and share mutual benefits. An example of this is found in education. An individual Guardsman may use educational benefits offered through the membership within the MANG. The individual Guardsmen enhance their educational level, which can lead to job employment with higher salaries. Through training and education, an individual will pay taxes and be productive member of society. In this example, all three entities combine efforts and receive benefits. This model is applied towards the individual Guardsman, Commonwealth of Massachusetts, and the MANG.

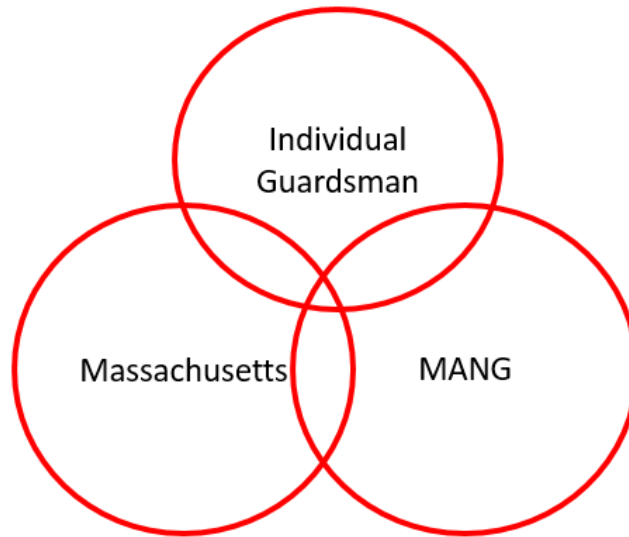


Figure 1. Benefits to the Massachusetts National Guard Multiple Frame Analysis

Source: Created by author.

Figure 2 is another model that represents the NG individual and the outward relationships extending with larger concentric circles. This figure starts with the individual in the center, that is the focal point, and the bigger concentric circles represent each of the larger organizations. The next circle represents the local communities in which NG forces live and work. These communities are spread throughout each state, which is then spread out throughout the entire United States. Each state has both ARNG and ANG forces that fall under the command of the state's governor. For many communities, these NG forces are the community's only connection to the military.

The additional circles represent the Federal mission of the NG, which is fighting the nation's wars. The NG can be activated by the President of the United States under Title 10 status to deploy and fight. The Government and the People can both utilize the benefit of NG forces.

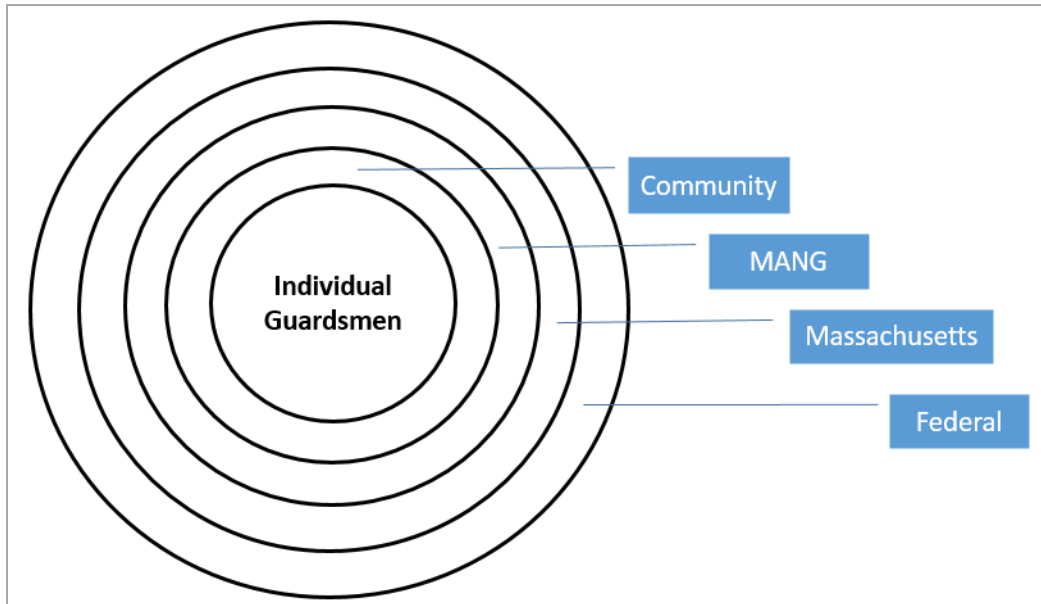


Figure 2. Individual to Federal Government Relationship Model

Source: Created by author.

The following terms are critical to understanding the analysis and conclusions used throughout this study.

State(s)

In this research, states are defined as the forty-eight contiguous states within the United States of America, to include the two non-contiguous states of Alaska and Hawaii. This study also includes the U.S. territories of Guam, Puerto Rico, and the U.S. Virgin Islands, as well as the District of Columbia. Together, this is a total of fifty-four states, territories, and the District of Columbia, all of which have NG forces.

National Guard

The National Guard continues its historic dual mission, providing trained units to the states, territories and the District of Columbia and keeping itself

equipped to protect life and property. The Guard also provides trained units to the nation equipped and ready to defend the United States and its interests all over the globe.¹

“State National Guard forces include Army and Air National Guard serving under state active duty status or Title 32, USC. The governor of each state has overall command responsibility for the state’s National Guard and is its commander in chief.”² When these NG forces are called to federal active duty, the duty status is Title 10, USC.

Figure 3, National Guard Organization, illustrates the structure of the NG from the Federal and State perspectives. The left side shows the Federal chain under the President of the United States, while the right side displays the state side of the NG, which is under the control of the governor of each state. The solid lines demonstrate command relationships, while the dotted lines show administration relationships for policy, procedures, and funding. The State’s Adjutant Generals (TAGs) work under the leadership of their respective governors; however, they get administrative guidance from the National Guard Bureau (NGB). The Directors of the ARNG and ANG work directly for the Chief of the NGB (CNGB). Even though the ARNG and ANG are under the command of the state governors, they are administered jointly by the NGB and are trained and equipped by their respective active duty component. Figure 3 displays the uniqueness to the chain of command.

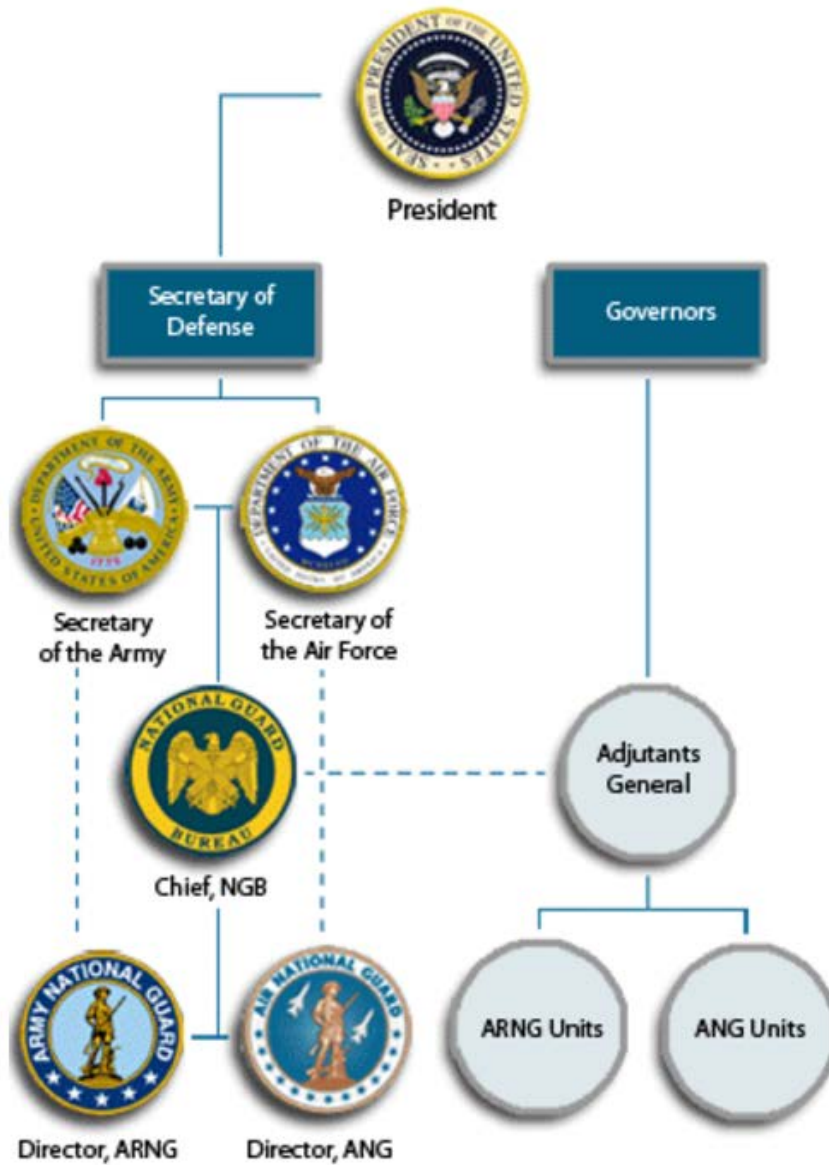


Figure 3. National Guard Organization

Source: New Jersey Army National Guard, “Guard Organization,” accessed 9 February 2016, <http://www.njarmyguard.com/organization/>.

Figure 4 shows locations of NG forces which are distributed throughout the nation. This represents both ARNG and ANG armories and bases. This figure illustrates

NG is equitably dispersed amongst each state and therefore it's a community based force across the country.

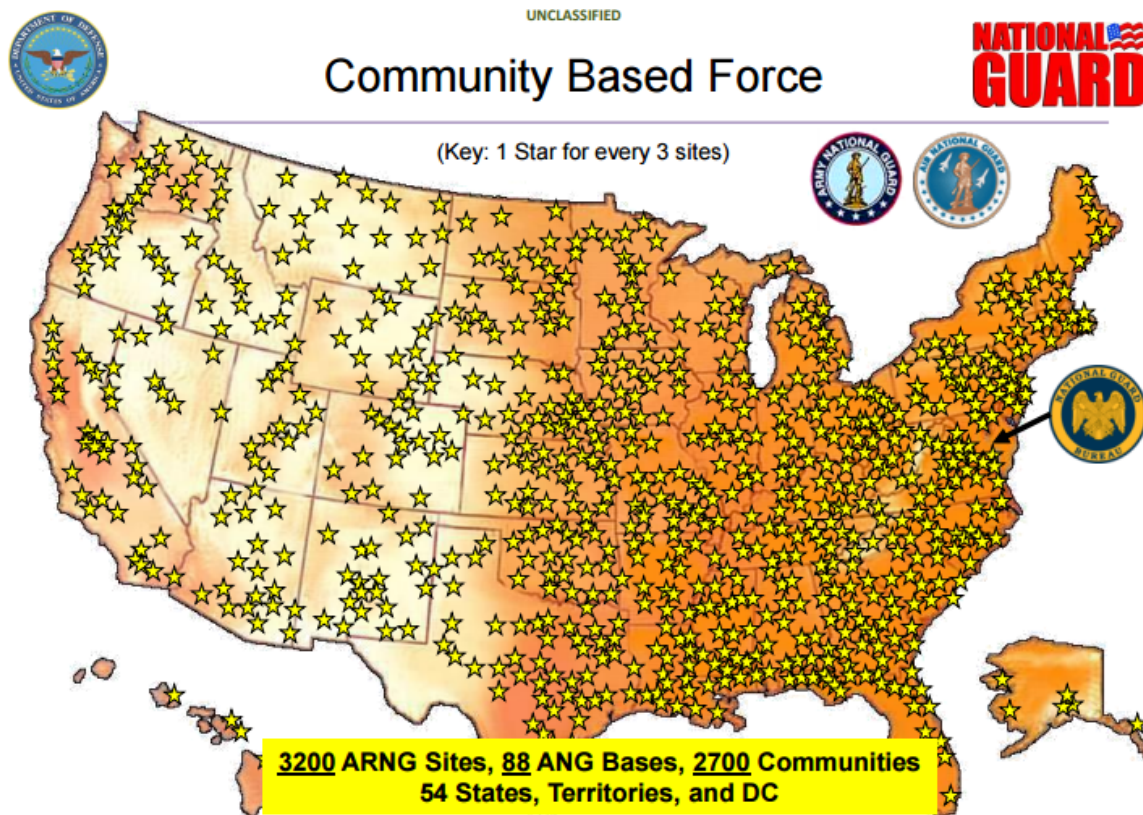


Figure 4. Community Based Force

Source: Mike Domingue, “National Guard Civil Support National States Geographic Information Council,” Slide 6, accessed 2 May 2016, https://www.nsgic.org/public_resources/Sun-Dominge-National-Guard-Briefing-for-NSGIC.pdf.

Army National Guard

The Army National Guard (ARNG) is part of the Reserve Component of the United States Armed Forces. It has a dual role based on the Constitution. Its first role is that of a state militia force. Each state, U.S. territories, and the District of Columbia have

ARNG units totaling fifty-four state and territorial NGs. ARNG forces remain under the command of their respective Governors until mobilized for federal service. As a state military force, the Governor can order the ARNG to state service. The ARNG responds to natural disasters and other domestic emergencies many times each year. While serving their states, these citizen soldiers are subject to civil laws and that state's Code of Military Justice. The ARNG of that state can be used for law enforcement, a task that Federal military forces cannot perform except under special circumstances. A small number of ARNG are on full-time active duty status in either federal status or state status. The status of full time Guardsmen is referred to as Active Guard or Reserve (AGR).³

The ARNG is also an operational reserve for the Regular Army. When ordered to active duty, these Soldiers become subject to the Uniform Code of Military Justice, and come under the command of the combatant commanders.⁴ Once activated to federal status, the Soldier falls under Title 10 status. The Department of the Army provides their equipment and much of their funding, and is responsible for assessing the combat readiness of the ARNG. However, Title 32, USC provides the states with latitude in recruiting, manpower, and training.⁵



Figure 5. National Guard State Organization

Source: Federation of American Scientists, “Force Mix Planning and Programming Guide,” 1997, accessed 15 January 2016, <http://fas.org/man/dod-101/usaf/docs/Force-Mix-Guide.htm>.

Air National Guard

The Air National Guard (ANG), also known as the Air Guard, is a federal military reserve force as well as a state militia force of each U.S. state, the District of Columbia, Puerto Rico, and the territories of Guam and the U.S. Virgin Islands. The ANG is similar to the ARNG, getting its structure, funding, equipping, and training in conjunction with the U.S. Air Force (USAF). The ANG, Air Force Reserve (USAFR), and United States Air Force (USAF) complete the Total Force.

Performing their state militia roles, ANG units are under the command of the State Governors. When federalized by order of the President of the United States, ANG units become an active part of the United States Air Force. They are jointly administered

by the states and the NGB. Like the ARNG, the ANG responds to natural disasters and other domestic emergencies many times each year. While serving their states, these citizen Airmen are subject to civil laws and the perspective state's Code of Military Justice.

Military Police

Military Police are the law enforcement arm of the Army. Commonly referred to as MPs, Military Police designation is MOS 31B with a job description and major duties: MPs supervise or provide support to the battlefield by conducting maneuver and mobility support (MMS), area security, prisoner of war operations, civilian internal operations, law and order operations on the battlefield, and support to the peacetime Army community through security of critical Army resources, crime prevention programs, and preservation of law and order.⁶

Security Forces

Security Forces are the Air Force's security and law enforcement arm of the force. Commonly referred to as SF or cops, an Air Force SF leads, manages, supervises, and performs SF activities, including resource security, traffic enforcement and investigations. SF defends personnel, equipment, and resources from hostile forces.⁷

National Guard Status

The NG has several different duty statuses. Due to the uniqueness of this force that is used as a state militia, which can also be called upon by the President to fight wars, it is necessary to have an understanding of these statuses. Each status has certain laws and regulations that allow it to function. The following is a description of Title 10, Title 32,

and State Active Duty (SAD). A Guardsman may switch between these statuses based upon their orders. Laws and statutes determine whether NG forces are conducting National Guard Civil Support (NGCS), Defense Support of Civilian Authorities (DSCA), or both.⁸ NG authorities are typically under Title 32 or Title 10 USC. These authorities, as well as duty status (e.g., SAD), determine the restrictions under which NG forces operate.⁹ Figure 5 demonstrates the differences of the Governor's versus the President's authorities, and shows correlated forces along with statuses.

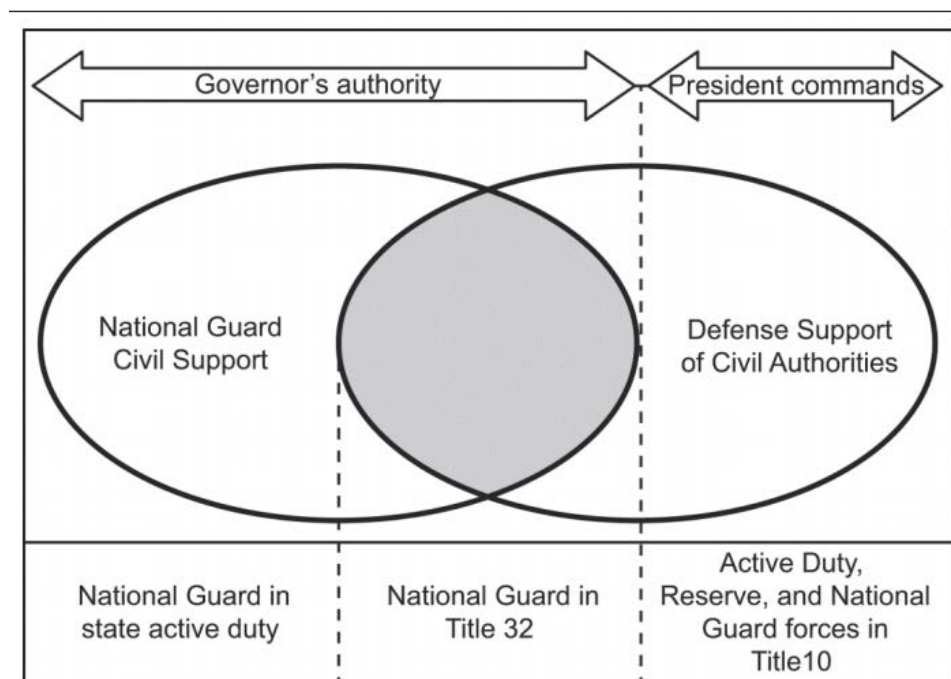


Figure 6. DSCA and NGCS

Source: S. A. Stearney and Timothy J. Leahy, “DSCA Multi-Service Tactics, Techniques, and Procedures for Defense Support of Civil Authorities (DSCA),” Federation of American Scientists, 2015, accessed 4 January 2016, <https://fas.org/irp/doddir/army/atp3-28-1.pdf>.

Federal Title 10

Title 10 (T10), pertaining to the NG, is a provision under the Constitution of the United States that gives the President the authority to call upon members of the Armed Forces for service to the nation. Title 10 (T10), USC Section 12406, specifically states,¹⁰ whenever—

1. The United States, or any of the Commonwealths or possessions, is invaded or is in danger of invasion by a foreign nation;
2. There is a rebellion or danger of a rebellion against the authority of the Government of the United States; or
3. The President is unable with the regular forces to execute the laws of the United States.

The President may call into Federal service members and units of the NG of any State in such numbers as he considers necessary to repel the invasion, suppress the rebellion, or execute those laws. Orders for these purposes shall be issued through the governors of the States or, in the case of the District of Columbia, through the commanding general of the NG of the District of Columbia.¹¹

The activation of NG members differs for each war. Since 11 September 2001, thousands of NG forces, both ARNG and ANG, have been activated to serve in a Federal capacity in the United States and deployed overseas. Massachusetts alone has called up 9,732 soldiers from the MANG and 10,808 Airmen from the MA ANG for a Total 20,540 MANG to T10 status.¹² NG forces are deployed in Title 10 status daily in support of domestic air sovereignty and air defense missions, and operations in foreign countries such as Kuwait, Bosnia, Kosovo, and countries of the Horn of Africa.¹³

State Title 32

“Full-time National Guard Duty” means training or other duty, other than inactive duty, performed by a member of the NG. Title 32 allows the Governor, with the approval of the President or the Secretary of Defense, to order a member to duty for operational Homeland Defense activities in accordance with the following sections of U.S. Code (USC): (1) 32 USC 502 (f): This statute allows members of the NG to be ordered to full-time NG duty to perform operational activities. This statute was previously used for the Airport Security mission after 9-11, and for Hurricane Katrina and Rita response efforts; (2) 32 USC § 901: The term “Homeland Defense activity” means an activity undertaken for the military protection of the territory or domestic population of the United States, or of infrastructure or other asset of the U.S. determined by the Secretary of Defense as being critical to national security and at risk of a threat or aggression against the United States; and (3) 32 USC § 902 - Homeland Defense Activities: Funds. The Secretary of Defense may provide funds to a Governor to employ NG units or members to conduct Homeland Defense activities that the Secretary determines necessary and appropriate for participation by the NG or members. The key to this instance is that Federal Law provides the Governor with the ability to place a soldier in a full-time duty status under the command and control of the State, but is directly funded with Federal dollars. Even though this duty status is authorized by Federal statute, this section is a statutory exception to the Posse Comitatus Act; the Governor may use the Guard in a law enforcement capacity while the chain of command rests in the State.¹⁴

State Activation Duty

The Governor can activate NG personnel to “State Active Duty” (SAD), in response to natural or man-made disasters or Homeland Defense missions. SAD is based on State statute and policy as well as State funds. Soldiers and Airmen remain under the command and control of the Governor. A key aspect of this duty status is the Posse Comitatus Act does not apply, giving NG the ability to act in a law enforcement capacity within their home state or an adjacent state if granted by that state’s Governor.¹⁵ Active duty, T10 forces must comply with Posse Comitatus Act.

The following chart shows three statuses of a Guardsman, the command and control, the capacity of performance (who), where they perform, and how they are paid.

Table 1. National Guard Activation Matrix

	State active duty	Title 32	Title 10
Civilian command and control (C2)	Governor	Governor	President
Military C2	Adjutant general	Adjutant general	Combatant commander
Duty assignments	IAW state law	United States	Worldwide
Funding	State	Federal	Federal
Domestic law enforcement powers	Yes	Yes	No ^a
Mission examples	Civil support; law enforcement; others as determined by governor	Training; civil support; law enforcement; counter drug; weapons of mass destruction response	Overseas training; expeditionary missions; civil support and law enforcement ^b
Activation examples	Baltimore riots; Oklahoma City bombing; Kansas tornados; California wildfires	Border security; post 9/11 airport security; Salt Lake City Olympics; Hurricane Katrina	Bosnia; Afghanistan; Cuba; Iraq; Los Angeles riots ^c

^aUnless the Insurrection Act is invoked.

^bTitle 10 is rarely used for domestic operations.

^cThe Insurrection Act was invoked.

Source: Aaron Sean Poynton, “Article Detail,” Domestic Preparedness, accessed 2 May 2016, https://www.domesticpreparedness.com/Government/National_Guard/The_History_%26_Reality_of_the_National_Guard/.

Posse Comitatus

The Posse Comitatus Act, 18 U.S. Code, Section 1385, an original intent of which was to end the use of federal troops to police state elections in former Confederate states, proscribes the role of the Army and Air Force in executing civil laws and states:¹⁶

Whoever, except in cases and under circumstances expressly authorized by the Constitution or Act of Congress, willfully uses any part of the Army or the Air Force as a Posse Comitatus or otherwise to execute the laws shall be fined not more than \$10,000 or imprisoned not more than two years, or both.¹⁷

NG forces operating under the state authority of Title 32 (i.e., under state rather than federal service) are exempt from Posse Comitatus Act restrictions.¹⁸ This provision allows the NG to assist local authorities and perform law enforcement functions while federal active duty forces may not.

Homeland Defense

The protection of U.S. sovereignty, territory, domestic population, and critical infrastructure against external threats or aggression or other threats as identified by the President.¹⁹

Homeland Security

A concerted national effort to prevent terrorist attacks within the United States; reduce America's vulnerability to terrorism, major disasters, and other emergencies; and minimize the damage and recover from attacks, major disasters, and other emergencies that occur.²⁰

Defense Support to Civil Authorities (DSCA)

Support provided by the Department of Defense, including the NG and other U.S. federal military forces, in response to requests from civil authorities for assistance with domestic emergencies, law enforcement support, and other domestic activities, or from qualifying entities for special events. NG forces may be utilized when the Secretary of Defense in coordination with the Governors of the affected states, elects and requests to use those forces under Title 32 of the U.S. Code.²¹

Massachusetts Police Training and Hiring

The Municipal Police Training Committee (MPTC) is responsible for the development, delivery, and enforcement of training standards of municipal, University of Massachusetts, and Environmental Police officers of the Commonwealth. The MPTC, an agency of the Executive Office of Public Safety and Security (EOPSS), serves the Commonwealth by establishing training standards for and by providing training programs to more than twenty thousand professional men and women who serve as police officers throughout the Commonwealth. Each year, the MPTC directly contributes to the public safety mission of the Commonwealth by administering and delivering training programs at five regional academies and other sites throughout the Commonwealth. The scope of this training ranges from an intense, 800-hour, 20-week basic training program for new municipal, University of Massachusetts, and Environmental Police officers to annual professional development training for veteran officers. It also includes a variety of focused, specialized, professional development training programs for veteran and reserve officers.

The MPTC is the name of the oversight body as well as the agency itself. The responsibility of the oversight board is to provide policy guidance to the agency, to establish training standards, and authorize exemptions. The oversight board membership is comprised of chiefs of police representing Western, Central, Northeastern, and Southeastern Massachusetts. Other voting members represent the MBTA: the police officers, themselves, the Boston Police Commissioner, State Police Colonel, Attorney General, and a designee of the Secretary of the EOPSS. All such appointments are for terms of three years.

Working closely with police departments of all sizes from across the state, the MPTC committee and staff have developed a quality delivery system that covers all areas of police training. Currently, training is delivered in four core areas:

1. Basic Recruit Police Training
2. Professional Development Training
3. Specialized Training
4. Police Training for Reserve/Intermittent Police Officers

The MPTC worked with the MANG to endorse and support the MANG's MPMPI. Chapter 4 will discuss the relationship in further detail.

Police Academy

An entry-level academy operated or approved by the Municipal Police Training Committee that has the prescribed course of study that a full-time police officer must satisfactorily complete prior to exercising police powers in Massachusetts.

Full-time Police Officer

A person who receives an appointment to a permanent full-time position in which he will exercise police powers as a police officer, environmental law enforcement officer, or University of Massachusetts police officer. Full-time Police Officers. Unless specifically exempted or temporarily waived by majority vote of the Committee, every person appointed as a full-time police officer shall, prior to exercising police powers, be assigned to and satisfactorily complete a police academy. In keeping with M.G.L. c. 41, § 96B, no person appointed as a full time officer for whom an exemption has been requested shall exercise police powers until such time as the exemption is granted.

Reserve/Intermittent Training Program

An entry-level training program operated or approved by the Municipal Police Training Committee that has the prescribed course of study that a reserve/intermittent police officer must satisfactorily complete prior to exercising police powers in Massachusetts.

Reserve/Intermittent Police Officer

A person who receives an appointment to a part-time reserve/intermittent position in which he or she will exercise police powers as a police officer, environmental law enforcement officer, or University of Massachusetts police officer. Each person appointed as a reserve/intermittent police officer in a city or town shall, prior to exercising police powers, satisfactorily complete a reserve/intermittent training program prescribed by the Committee. M.G.L. c. 41, § 96B does not authorize any exemptions or waivers from this training requirement. The term “reserve officer” is not to be confused with the reserve component, Army or Air National Guard or Reserves. This term is completely a civilian part time police officer.

Militarization of the Police

When you look across the landscape of America, you may see the departments using equipment that is militaristic by the use of military style weapons, tactics, and even uniforms. This occurs mostly in a department’s Special Weapons and Tactics (SWAT) teams or Paramilitary Police Units (PPU).²² However, even standard police officers on patrol sometimes wear gear that is tactical in nature.

In 1996, Peter Kraska and Victor Kappeler, both of Eastern Kentucky University, wrote *Militarizing American Police: The Rise and Normalization of Paramilitary Units*. The book discusses how police department's PPU's have risen. In a survey, 490 of 548 police departments have a PPU.

The PPU's or SWAT teams share many similarities with the military. It is conceivable that an outsider looking at these units could confuse some SWAT teams' appearance with military units. PPU's use the same weapons, tactics, techniques and procedures (TTPs), body armor, boots and uniforms as the military. These units receive additional training in weapons and TTPs. The organizational structure in these units is similar to the military's chain of command, and many use the same terminology or jargon as the military.²³

The SWAT teams gained popularity in the 1960s and 1970s, and were used for activities such as terrorism and dealing with barricaded suspects.²⁴ These units have increased over the decades. Fresno, California, uses a forty-member SWAT team to perform "Proactive Policing."²⁵ This team patrols the worst areas in the city filled with crime and drugs. They use their intimidation factor to confront the crime in the area. They "suppress" gang, drugs, and criminals in the area.²⁶

The SWAT team members are selected from current police officers. They undergo advanced training for increased proficiency on physical fitness, marksmanship, team tactics, weapons, tactical communications, and trauma first aid. SWAT teams stress the importance of teamwork, and work closely together, much like military training. Military training, even at the Basic Training level, stress weapons skills, fitness, and

teamwork. Advance training in many MOS and AFSCs focus on further weapon skills, communications, tactics and all of them place emphasis on teamwork.

According to the ACLU paper, *War Comes Home*, analysis shows that the militarization of American policing is evident in the training that police officers receive, which encourages them to adopt a “warrior” mentality, and think of the people they are supposed to serve as enemies, and use equipment such as battering rams, flashbang grenades, and Armored Personnel Carriers (APC).²⁷

The heightened ethos of militarism in these “elite” police units is potentially infectious for the police institution as stated in the Militarizing America’s Policing.²⁸ The thesis concludes that the “warrior” mindset that stressful training produces makes police officer more aggressive by treating individuals more like an enemy than a suspect.²⁹ Both researchers recommend that police training take this ethos attitude out of their curriculums. Lt. Col. (ret.) Grossman in his book, *On Killing*, supports that the warrior mindset is needed for police officers. This will be discussed in more depth in chapter 4.

Massachusetts Police Mission Partnership Initiative (MPMPI)

On 10 January 2013, President Barack Obama signed into law a bill that designates Salem, Massachusetts, as the official birthplace of the NG.³⁰ The Guard’s birth dates back to 13 December 1636, when the North, South, and East Regiments of the Massachusetts Bay Colony were formed. The first muster of those regiments then took place on Salem Common, though the actual date has been lost to history.³¹ The MANG has participated in every military conflict since the beginning of America.

Throughout the evolution of the NG, the Massachusetts Minutemen developed into a more formal organization, professionalizing the citizen soldier over the centuries.

Today, the MANG's mission is "to be trained and ready to provide units that are capable of mobilizing for any contingency, at home or abroad." To accomplish this, we must sustain a ready, reliable, and robust joint military team of Army, Air Force, civilian and family members that will honor our responsibilities to nation and community."³²

Ever since the creation of the MANG, the citizen soldiers have fought in all our nation's conflicts. This force also participated in many of the statewide domestic operations and responded to the natural disasters that threatened life and property throughout the Commonwealth. For over 379 years, MANG members have served in every major armed conflict, and have responded to emergencies here at home, including the Blizzard of '78, the airport security missions of 2001 and 2006, and the 2004 Democratic National Convention. Massachusetts Guard members have also helped neighbors in other states during Hurricane Katrina relief efforts in 2005, the Southwest Border Security mission, the Springfield Tornado Relief, and Hurricane Irene Response in 2011.³³

The horrific terror attacks on 11 September 2001 can be thought of as another "shot heard around the world" due to the shock that filled the world with anger and fear. This attack changed the United States by bringing war to our shores, which started the War on Terror. The American Revolution was initiated by the Massachusetts Minutemen; similarly, it was the MANG's F-15s that were the first military force to respond over New York City on 11 September 2001. Just like the Minutemen who dropped their plows and shovels and picked up a musket to defend their community, the modern day Minuteman set down their laptop to pick up arms to defend the nation and their neighbors.

MP soldiers and SF of the MANG are often utilized by the civilian law enforcement agencies as augmentees during large-scale events and state emergencies. Each year these forces assist the Massachusetts State Police (MSP) in events such as the weather related emergencies, the Boston Marathon, and Boston's Fourth of July Celebration including the Boston Pops Fireworks Spectacular, which is known as the premier Independence Day celebration in the nation.³⁴ The NG provides crowd control and other law enforcement functions by using the MPs to help create a safe and secure event. The integration of MPs and civilian law enforcement is built on solid relationships between agencies, career professionalism, and quality training.

MP forces were on duty when the 2013 Boston Marathon terrorist bombing took place. These forces provided critical site security at the primary crime scenes, patrolled high-traffic subway stations, and completely cordoned the city of Watertown, facilitating an exhaustive search for 19-year-old Dzhokhar Tsarnaev and 26-year-old Tamerlan Tsarnaev, the terrorist bombers. After a shootout with police, Tamerlan Tsarnaev was killed, and Dzhokhar Tsarnaev was caught after four days. The success of this civilian law enforcement and MP joint operation has its foundation in training that meets common standards across the law enforcement community.

Massachusetts training standards for civilian police officers are divided into two categories. The first is the full-time academy, which consists of at least eight hundred instructional hours, and leads to a full time civilian police position. In Massachusetts, a full-time police officer is a career position in a police department that works at least forty hours per week. The second is a part-time academy of at least 242 instructional hours, which leads to a reserve officer position. In Massachusetts, a reserve officer may work

details, community events, and fill in when needed. They work less than forty hours per week, and are considered part-time employees.

Enlistment into the military and initial entry training for MPs currently includes several hundred hours of training. Approximately two hundred of these hours are focused on specific law enforcement tasks, which are included in this training. In addition to this MP training, all members must complete basic military training, which consists of additional training hours of discipline, followership, leadership, weapon training, tactics, and first aid. Prior to 2014, current and former NG MPs, who sought employment as a sworn civilian police officer in a city or town, received no credit for their military training, education, or experience. This missed opportunity was fiscally inefficient in that municipalities were forced to fund duplicative training. This situation also discouraged many MPs, who already experienced intense military training from applying to a lengthy civilian police academy designed for beginners with no experience.

This created an opportunity for innovative collaboration, the Massachusetts Municipal Training Committee (MPTC), of which the MSP is a key member, and the MANG jointly developed the Police Mission Partnership Initiative (MPMPI) to create a new curriculum that meets the Commonwealth's training standards while providing credit for training received at the U.S. Army Military Police School (USAMPS) and the U.S. Air Force Security Forces Academy. Completion of this new curriculum also satisfies in-service training requirements for currently serving NG MPs.³⁵

This effort began in 2012, and was preceded by an extensive analysis of MP training. This analysis compared MP training against MPTC requirements that resulted in the creation of a pilot program to certify MPs as reserve civilian police officers. This

involved additional stakeholders, to include the U.S. Army Provost Marshal General, Massachusetts Chiefs of Police Association, Massachusetts Police Association, Massachusetts Sheriff's Association, Massachusetts Emergency Management Agency, and senior leaders of the Massachusetts Executive Office of Public Safety and Security.

The pilot reserve officer academy officially began on 1 May 2014. This academy was held at the Worcester Police Academy in Worcester, Massachusetts. This facility is a civilian police academy, which allowed the MANG to utilize its property. This initial class had a total of forty-eight MANG participants, thirty-eight MANG Soldiers, and ten MA ANG Airmen. This curriculum had 163 hours of instruction, which is nearly eighty hours less than the original MPTC requirement.

These hours of instruction could decrease if the USAMPS increases their law enforcement training hours, and the Department of Defense (DOD) Peace Officer Standards and Training (POST) requirements are adopted across all branches of the military. This additional training brings MPs on par with the civilian law enforcement, which gives the Commonwealth of Massachusetts better trained MPs during domestic emergencies. Other benefits from this enhanced training can be used if these MPs are called to active duty in a law enforcement mission. This civilian equivalent training also gives the MANG MPs a greater chance of gaining civilian law enforcement employment for their civilian careers.

During the process of creating this program, other opportunities were established. Membership eligibility for all MANG MPs into the Massachusetts Police Association, full membership for MP commanders in the Massachusetts Chiefs of Police Association,

and granting MANG MP organizations sponsorship authority for personnel desiring to attend any MPTC training program.

Due to these established relationships and professionalizing the MP community on par with civilian law enforcement, the MSP coordinated one hundred MPs to receive advanced training. The training conducted was the Behavioral Observation and Suspicious Activity Recognition (BOSAR), which was developed by the New York Police Department. This collaboration of effort was performed in preparation of the 2014 Boston Marathon and 2014 Boston Fourth of July celebration. This joint training provided better trained MPs to work with the MSP on these domestic operations within Massachusetts.

In order to develop this MANG Reserve Police Academy, a comprehensive analysis of both the MPTC and MP training curriculums took place in 2013 and 2014. The MP instruction included 182 hours of law enforcement training that could be considered to qualify for certain requirements contained with the 315-hour civilian reserve academy curriculum. After a periodic review of tasks, conditions and standards for each hour of instruction, a final program of study for the MANG reserve police certification of 168-hours was created. This course granted credit for prior MP instruction at the MP or SF Academy. This resulted in a savings of 147-hours of training per student, a substantial reduction.

The Curriculum – January 2014 (All items marked * are mandatory attendance)

Module 1	Professional Orientation	Hours
	Orientation	3
	Criminal Justice System	3
	Integrity	3
	Sexual Harassment and Bias Crimes	3
	Community Policing Overview	1
	Total	13
Module 2	Legal Issues	Hours
	Constitutional Law	24
	Criminal Law	30
	Motor Vehicle Law	12
	Total	66
Module 3	Basic Skills for Policing in Massachusetts	Hours
	Crisis Intervention and Conflict Resolution Techniques (Includes Interpersonal Communications)	3
	Dealing with Persons with Autism	3
	Police Response to Mental Illness and Emotional Disturbances	12
	Defensive Tactics (Includes Use of Force model discussion)	39
	First Responder/CPR *	32
	Report Writing	6
	Traffic Control	3
	Crash reporting and basic information gathering	3
	Interviewing	3
	Domestic Violence, Victimization, and Victim Rights	9
	Investigations (Includes Crime Scene Preservation, Drug Identification, Elder Abuse, Child Abuse, Juvenile Issues, Sex Crimes, and People with Special Needs)	18
	Arrests and Processing Detainees (Includes Suicide Prevention and Intervention)	6
	Courtroom Preparation and Testimony	6
	Breath Test Operator (BTO)	8
	Standardized Field Sobriety Tests (SFST)	24
	RADAR	16
	Total	191

Figure 7. Curriculum

Source: Rick Cipro, “Police Mission Partnership Initiative (PMPI) Update” (Presentation to Provost Marshal, Massachusetts Army National Guard, MA, 29 May 2014).

Module 4	Applied Patrol Procedures Applied Patrol Procedures (Includes Patrol Response Procedures)	Hours 24____
	Total	24____
Module 5	Transition to Duty Examinations Information Technology (CJIS and CORI)	Hours 6____ 3____
	Total	9____
5 Modules	Total Instructional Hours	303____
Extra-curricular requirements	Health and Wellness Online Preparation Guide Report Writing homework assignments JCS 100 NIMS IS 700	Hours 1____ 3____ 4____ 4____
	Total	12____
	Total Required Hours	315____
Firearms	Any Reserve or Intermittent Officer who will be armed must first complete the MPTC firearms training requirements for a Reserve/ Intermittent Officer and must fire the prescribed proficiency course prior to carrying or utilizing a firearm.	

Figure 8. Curriculum (Continued)

Source: Rick Cipro, "Police Mission Partnership Initiative (PMPI) Update" (Presentation to Provost Marshal, Massachusetts Army National Guard, MA, 29 May 2014).

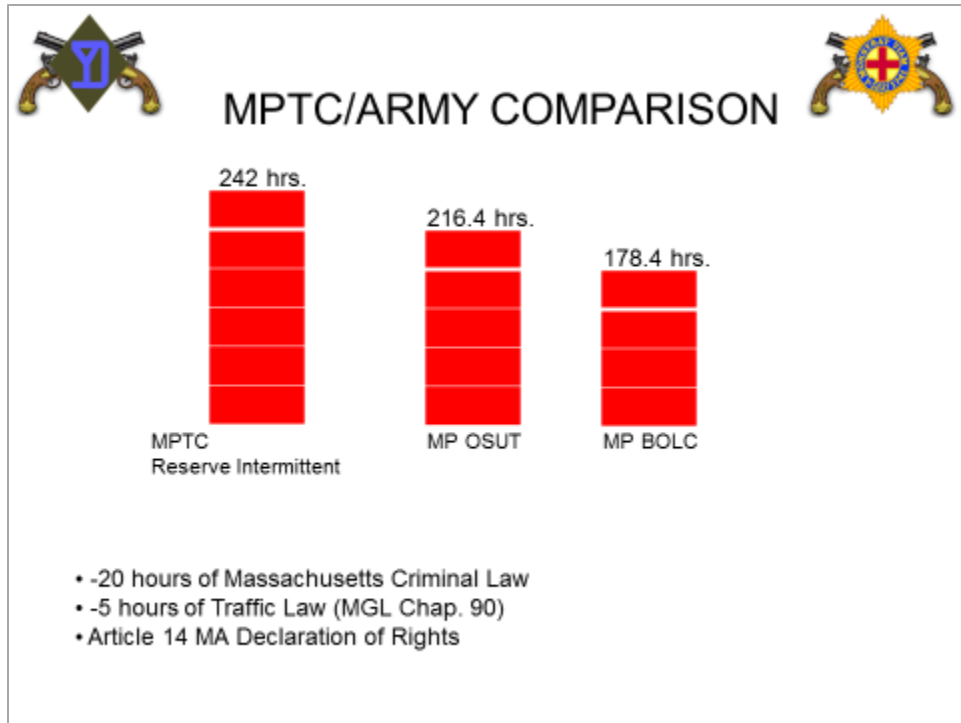


Figure 9. MPTC/Army Comparison

Source: Rick Cipro, “Police Mission Partnership Initiative (PMPI) Update” (Presentation to Provost Marshal, Massachusetts Army National Guard, MA, 29 May 2014).

In May 2015, the first MANG Pilot Full Time LE Certification Academy was completed with thirty-three selected off-duty MANG MP graduates. This graduating class consisted of thirty-two MANG MP Soldiers and one MA ANG SF Airman. This training was performed approximately forty-five hours per week. This class gives the graduates a certificate that meets all Massachusetts requirements to perform duties as a sworn civilian police officer if selected for employment by a police department.

The academy hours for a civilian police academy is a total of 826 training hours; this program reduces it to 686 training hours. Credit is given for prior military training.

Table 2 shows a breakdown and comparison of the instructional hours for the MPTC

verse the MPMPI. This chart presents demonstrates each instructional hour with the reduction of 140 instructional hours through the MPMPI as compared to the MPTC.

Table 2. MPTC/Military Instruction Hour Comparison

<u>Instruction Classes</u>	<u>MPTC</u>	<u>MILITARY</u>
Applied Patrol Procedures	40	40
Arrests and Processing Detainees	3	3
Autism Spectrum Disorder	3	3
Beat and Community Profile Development	14	10
Bias Crimes/Cultural Diversity	6	6
Constitutional Law	40	40
Court Procedures	6	6
Crime Prevention, Fear Reduction & Problem Solving	6	6
Criminal Justice System	3	3
Criminal Law	36	36
Crisis Intervention/Conflict Resolution	12	8
Defensive Tactics	58	40
Defensive Tactics Exam	4	4
Domestic Violence/Elder Abuse	18	18
Drug Identification and Investigation	12	10
Emergency Driving	48	45
Evolution of Community Policing	7	6
Exit Fitness Evaluation	4	0
Eyewitness Identification	3	3
Final Exam	4	4
Firearms/NO FAMILIARIZATIONS	56	40
First Responder/Water Safety/SIDS	35	24
Fitness Screening and Orientation	3	0
FST	24	24
Gang Investigation and Intervention	6	6
Graduation/Rehearsals	5	2
HAZMAT	3	2
Health and Wellness	63	45
Homeland Defense (SLATT/NIMS 700/ICS100)	24	0
IBTO	6	6
Information Technology	20	20
Integrity/case studies/forum	22	10
Interview and Interrogation	14	12
Investigative Techniques/Crime Scene	20	18
Juvenile Issues/Youth Violence	9	8

Moot Court	6	6
Motor Vehicle Law	27	27
Motor Vehicle Stops	16	16
Occupant Protection and Usage	4	4
One-on-One Communication	12	8
Orientation	8	8
Patrol Response Procedures	19	19
People with Special Needs	6	6
Police Response to Mental Illness and Emotional Disturbances	12	12
Radar	15	15
Report Writing	20	18
Sex Crimes	12	12
Sexual Harassment	3	2
Suicide Prevention and Intervention	3	1
Traffic Control and Accident Investigation	15	15
Use of Force	3	3
Vehicle Theft	4	2
Victimization and Victim Rights	4	4
Total Hours	826	686
Hour Reduction	140	

Source: Rick Cipro, “Police Mission Partnership Initiative (PMPI) Update” (Presentation to Provost Marshal, Massachusetts Army National Guard, MA, 29 May 2014).

Participating Guardsmen were charged a \$2,500 tuition costs. The tuition cost covered ammunition, books, and pay for MPTC civilian instructors. Some soldiers are allowed to use their earned Veteran Affairs (VA) benefits to help cover these costs since it is qualified as VA vocational training. This benefit is earned by prior military service and granted by the VA.

This course was conducted at the Worcester Police Academy in Worcester Massachusetts. The MANG provided the uniforms and training equipment. Interagency loans for special equipment such as cruisers, radars, and red guns were coordinated via

the MPMPI through other police departments. Instructors were also from the Worcester Police Academy.

The career placement for the graduates hired by a Massachusetts town, city, or university is at 50 percent. This is current data as of winter 2015.

Michigan Commission on Law Enforcement Standards (MCOLES)

According to the House Committee on Veterans Affairs, as of 2012, there are over one million veterans unemployed.³⁶ Of that one million, the following are from the different eras: Vietnam era veterans: 165,000; Cold War era veterans: 199,000 Persian Gulf War era veterans: 135,000; Iraq and Afghanistan era veterans: 211,000. Unemployment rates for veterans are reaching over 14 percent. Efforts to help these veterans and future veterans resulted in the VOW Act.

The VOW Act was signed into law on 21 November 2011. This 360-approach incorporates education, training, protections, and eliminates roadblocks in the system to provide veterans with the opportunity to compete in a twenty-first century economy.³⁷ The VOW Act mandates a Department of Labor (DOL) review of the different skills service members learn in various sectors of the military, and what career training or certifications would translate well into obtaining employment in the civilian sector.³⁸

The military has several hundreds of different occupations, MOS, or AFSCs that are directly or indirectly applicable to the civilian workforce. In theory, veterans could turn that training and their military experience into civilian careers. Unfortunately, many civilian jobs have highly formalized conduits for admittance, such as requiring licenses or certifications that present obstacles for military veterans. Certain jobs require a lengthy process to gain the formal documentation required to enter their occupation, regardless of

the extensive military training and experience of some veterans. These requirements impose extra financial resources and time for veterans or taxpayers. These costs of both finance and time is a burden for the taxpayers, since they pay both for the initial military training and for retraining after military service through veterans' education benefits.³⁹

There are several initiatives to improve employment and credentialing for veterans entering the civilian workforce. Those initiatives include efforts to provide civilian credentials and identifying equivalencies between military and civilian occupations.⁴⁰ However, ultimate authority for regulating entry into most professions lies with state governments. National professional associations and federal agencies can propose standards and guidelines, but the decision to adopt those standards is made within the states. State licensing boards make final decisions about whether alternative pathways, such as military experience, uphold public safety standards based on professional norms and state laws and regulations.⁴¹

According to the DOL, the VOW Act in order to support veterans and reduce costs, engaged State Governors with the goal of identifying efficient process for veterans to transition to civilian employment. The act directed the DOL to identify state-level professional requirements that are met through military training, and then remove barriers to relevant credentials and licenses. It also directed DOL to complete a cost study to inform Congress about the potential federal cost savings of removing barriers at the state level. The cost study will estimate cost savings to federal programs when a veteran completes an accelerated pathway towards licensure versus duplicative training under a full-length pathway.⁴²

Supporting the President's VOW, the DOL enlisted the National Governors Association (NGA) to partner in a competitive process to select six states to participate in the 18-month Veterans' Licensing and Certification Demonstration Policy Academy. This NGA policy academy is a highly interactive, team-based, multi-state process in which a number of states develop and implement an action plan to address a complex public policy issue. The contributing states receive guidance and technical assistance from NGA staff and faculty experts, as well as consultants from the private sector, research organizations, and academia.⁴³

Illinois, Iowa, Nevada, Minnesota, Virginia, and Wisconsin were selected. Each participating state developed a plan to help service members leaving the military by selecting up to three high-demand occupations to focus their licensing and credentialing strategies that corresponded with one of the three pre-selected military occupational specialties: Medic (Army 68W, Navy Hospital Corpsman, Air Force 4N0X1); Police (Army 31B, Navy Master-At-Arms, Air Force 3P0X1, Marine Corps 5811); and Truck Driver (Army 88M, Marine Corps 3531).⁴⁴ Of the three military occupations chosen, this study will focus on the military law enforcement career field, which is designated as Army 31B and Air Force 3P0 identifying codes.

"As thousands of heroic men and women return home from overseas, it is our job to make their transition back to civilian life as smooth and successful as possible," said Minnesota Governor Mark Dayton.⁴⁵ While working to streamline credential processes, the states will also investigate methods to reduce unemployment insurance claims and ways to reduce time of veterans receiving benefits. The initiative is also challenged to reduce costs of veterans acquiring needed credentials in order to gain employment.

Analyzing Michigan's participation in the NGA Veteran's Licensing and Certification Demonstration Police Academy, the Michigan Commission on Law Enforcement Standards (MCOLES) developed a bridge program that reduces the time it takes a veteran with a MP officer military occupation specialty to receive their license as a civilian police officer. MCOLES is created by law to serve the people of the state of Michigan by ensuring public safety and supporting the criminal justice community. This organization provides leadership through setting professional standards in education, selection, employment, licensing, license revocation, and funding in law enforcement and criminal justice, in both the public and private sectors.⁴⁶

The Peace Officer Standards and Training (POST) minimum educational requirements are determined at the local level and vary in geographical locations throughout the United States. The International Association of Directors of Law Enforcement Standards and Training (IADLEST) is an international organization of training managers and executives dedicated to the improvement of public safety personnel. IADLEST serves as the national forum of POST agencies, boards, and commissions as well as statewide training academies throughout the United States.⁴⁷ Individual state POSTs set the requirements for an individual to be certified as a police officer within that jurisdiction. These standards vary from state to state. However, most state POST boards accept training from other states' POST agencies, and allow qualified and experienced officers to challenge some or all portions of their basic training requirements.⁴⁸

The following will look at how MCOLES framed the situation and determined solutions to the problem. The following will demonstrate the background information

between military and civilian law enforcement officers, the process that MCOLES executed to identify gaps and solutions, the program, and the challenges that Michigan underwent by initiating their program.

At the time of the MCOLES policy study, the military did not have a POST in place. MCOLES identified that the military did issued guidance to establish a POST towards the end of their study, which would better help veterans transition their MP skills to civilian law enforcement jobs. The instruction is Number 5525.15, 27 April 2012, Law Enforcement (LE) Standards and Training in the DoD. This instruction establishes policy, and assigns responsibilities for DoD military and civilian LE standards and training in accordance with the authority in the Secretary of Defense Memorandum and DoD Directive 5124.02, and DoD Instruction 5105, and establishes a DoD Peace Officer Standards and Training (POST) Commission.

The DOL, as previously discussed, enlisted the NGA to identify areas of improvements and create new initiatives to achieve the VOW's goals. Six state governors took on this task of investigating different career fields. This graphic illustration follows Michigan's process of studying the law enforcement occupation. Michigan's MCOLES analyzed the different requirements within the state of Michigan and compared that against the military MP educational and training requirements to create condensed transition academy requirements for MP veterans. MCOLES selected two different civilian academies to conduct transition MP Police Academy. MCOLES has developed a basic MP training program specific to MP veterans who are interested in transitioning to civilian policing. The Military Police Basic Training Program (MPBTP) offers qualifying MP veterans the option of attending an eight week (320 hours) basic police training

academy, rather than the full course of study. Curriculum includes legal matters, patrol procedures, detention, police skills, traffic, and special operations. Any MP veteran interested in this program must meet all MCOLES pre-employment standards, including passing the physical fitness test (exit standard), and the reading/writing examination.⁴⁹

The MCOLES produced the MPBTP to comply with the spirit of the federal VOW which produced an accelerated pathway for MP veterans wishing to enter civilian policing in Michigan. According to the MPBTP 2015 Program Evaluation, the program is producing candidates with the necessary core competencies to perform competently in the profession. Giving credit for previous MP training and experience was the correct course of action.⁵⁰ Table 3 shows the MPBTC Employment Rates at the time of the evaluation in 2015. For the sake of accuracy, six students, who had recently graduated the program and were actively looking for employment, were removed from the overall analysis, which brings the placement rate to 78.5 percent for the military graduates.⁵¹ This is a solid percentage for employment meets the program needs. Instructor and hiring police department evaluation feedback indicates satisfaction with the quality of the newly trained police officer. The evaluation also discovered intangibles that the prior MP possess include heightened maturity, character, and confidence acquired as a result of prior military experiences.

Table 3. MPBTP Employment Rates

Academy	End Date	No. Graduates	No. Employed	Rate
GVSU	8/13	7	6	85.7
KLCC/NMC	10/13	15	12	80.0
KLCC	5/14	9	6	66.6
GVSU	8/14	11	9	81.8
GVSU	8/15	6	1	16.6*
Total		48	34	70.8

*It takes time to apply and gain employment and this session graduated just as the evaluation began.

Source: Michigan Commission on Law Enforcement Standards, “Military Police Basic Training Program Evaluation 2015,” accessed 31 January 2016, <http://www.michigan.gov/mcoles>.

The following figure 10 demonstrates the flow of the VOW Act from the President at the Federal government, and how the law’s intent is transcended through government entities. This law is intended to support the veteran by easing the credentialing obstacles for redundant training and reduce additional costs that may be incurred. This is done through both civilian and military channels of the DOL and DOD. The figure shows the two lines of effort for DOL and DOD that transitions from the federal government to the state government through different conduits in which the Michigan model supports the veteran and the MPMPI supports the current National Guardsman.

The top line of effort demonstrates how the President’s VOW act from the Federal government set the goals to support veterans. The overarching initiative was distributed through the DOL at the federal level of government, and disseminated to the NGA and individual states at the state level of government. The state of Michigan through the MCOLES created their transition police academies to reduce training time for

military veterans. This program provides a benefit to veterans by shortening the instruction time. By Michigan giving an advantage to veterans at the state level, it is nested and supports the federal VOW Act.

The lower line of effort demonstrates the VOW Act transitions from the DOD through the Army at the federal level to the NG level. At the state level, the MANG created the MPMPI reserve and full-time Academy to support the current National Guardsman. This program at the state level nests under the federal VOW Act. Both the DOL and DOD at the federal level through different state programs, MCOLES, and MPMPI support federal goals of supporting veterans and Guardsmen.

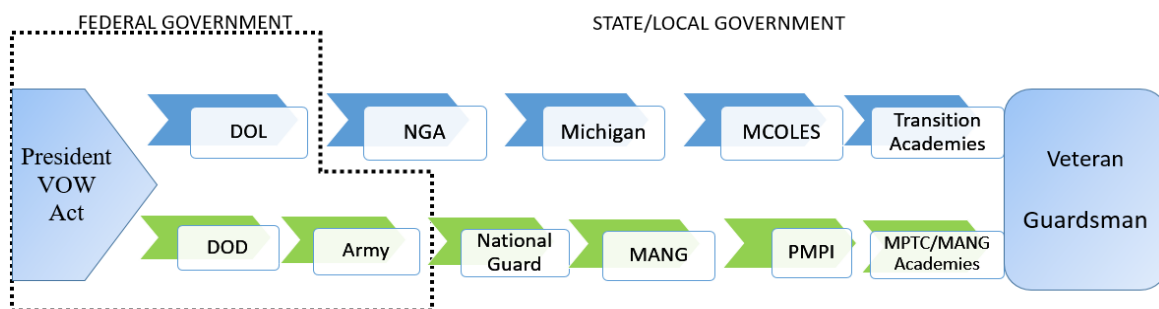


Figure 10. State/Local Government

Source: Created by author.

¹ National Guard, “About the Guard,” accessed 15 December 2015, <http://www.nationalguard.mil/AbouttheGuard.aspx>.

² U.S. Army, Army Doctrine Publication, ADP 3-28, *Defense Support of Civil Authorities* (Washington, DC: U.S. Army Publishing Agency, 2012), 7-8.

³ U.S. Army, Army Doctrine Publication, ADP 1 (FM-1), *The Army* (Washington, DC: Army Publishing Agency, 2012), A-1-A-2.

⁴ Ibid.

⁵ Ibid.

⁶ Army Portal, “MOS 31B-Military Police,” 20 February 2011, accessed 15 December 2015, <http://www.army-portal.com/jobs/military-police/31b.html>.

⁷ Rod Powers, “Air Force Enlisted Job Descriptions: 3P0X1 - Security Forces,” About.com, 22 October 2015, accessed 7 December 2015, <http://usmilitary.about.com/od/airforceenlistedjobs/a/afjob3p0x1.htm>.

⁸ S. A. Stearney and Timothy J. Leahy, “DSCA Multi-Service Tactics, Techniques, and Procedures for Defense Support of Civil Authorities (DSCA),” Federation of American Scientists, accessed 29 December 2015, <https://fas.org/irp/doddir/army/atp3-28-1.pdf>.

⁹ Ibid.

¹⁰ Legal Information Institute, “10 U.S. Code § 12406–National Guard in Federal Service: Call,” Cornell University Law School, accessed 5 October 2015, <https://www.law.cornell.edu/uscode/text/10/12406>.

¹¹ Ibid.

¹² Massachusetts National Guard, “Quick Reference Guide-March 2016,” accessed 2 May 2016, <http://www.thenationsfirst.org/quick-reference-guide.html>.

¹³ Stearney and Leahy, “DSCA Multi-Service Tactics.”

¹⁴ National Guard Association of the United States, “NGAUS Fact Sheet-Understanding the Guard’s Duty Status,” accessed 2 May 2016, <http://www.ngaus.org/sites/default/files/Guard%20Statues.pdf>.

¹⁵ Ibid.

¹⁶ Eric V. Larson and John E. Peters, “Preparing the U.S. Army for Homeland Security Overview of the Posse Comitatus Act: Concepts, Issues, and Options” RAND Corporation, 2001, accessed 22 November 2015, https://www.rand.org/content/dam/rand/pubs/monograph_reports/MR1251/MR1251.AppD.pdf.

¹⁷ The language of the Posse Comitatus Act was further amended by Congressional action reflected in P.L. 103-322 (1994).

¹⁸ Larson and Peters, “Posse Comitatus Act.”

¹⁹ National Commission on the Structure of the Air Force, “Report to the President and Congress of the United States,” 30 January 2014, accessed 15 April 2016, http://www.globalsecurity.org/military/library/report/2014/ncsaf-report_20140130.pdf.

²⁰ Ibid.

²¹ Ibid.

²² American Civil Liberties Union, “War Comes Home: The Excessive Militarization of American Policing,” June 2014, accessed 7 December 2015, <https://www.aclu.org/feature/war-comes-home>.

²³ Peter Kraska and Victor Kappeler, *Militarizing American Police: The Rise and Normalization of Paramilitary Units* (Oxford University Press, 1996), 3.

²⁴ Ibid., 5.

²⁵ Ibid.

²⁶ Ibid., 7.

²⁷ American Civil Liberties Union.

²⁸ Ibid.

²⁹ Ibid.

³⁰ Jon Soucy, “Salem Takes Honor as National Guard’s Birthplace,” U.S. Department of Defense, 18 January 2013, accessed 22 February 2016, <http://archive.defense.gov/news/newsarticle.aspx?id=119052>.

³¹ Jon Soucy, “Obama Recognizes Salem, Mass., as Birthplace of the National Guard,” National Guard, 18 January 2013, accessed 21 February 2016, <http://www.nationalguard.mil/News/ArticleView/tabid/5563/Article/574221/obama-recognizes-salem-mass-as-birthplace-of-the-national-guard.aspx>.

³² Massachusetts National Guard, “Military Division,” 2015, accessed 7 April 2016, <http://www.thenationsfirst.org/military-division.html>.

³³ Massachusetts National Guard, “The Massachusetts National Guard,” 2015, accessed 8 April 2016, <http://www.thenationsfirst.org/quick-reference-guide.html>.

³⁴ Boston 4 Productions, “Boston’s Fourth of July: About Us,” accessed 11 April 2016, http://www.july4th.org/Event_Info/About_Us_and_Our_Partners.

³⁵ ALARACT 025/2010, HQDA EXORD 087-10 ISO Annual Military Police Law Enforcement, 8 February 2010.

³⁶ House Committee on Veterans' Affairs, "The Veterans Opportunity to Work Act (The Vow Act)," November 2012, accessed 21 January 2016, <http://veterans.house.gov/jobs>.

³⁷ House Committee on Veterans' Affairs, "Miller Introduces Milestone Veteran Employment Legislation," 7 July 2011, accessed 21 January 2016, <http://veterans.house.gov/press-release/miller-introduces-milestone-veteran-employment-legislation>.

³⁸ Association of Community College Trustees, "The Vow to Hire Heroes Act of 2011," accessed 23 January 2016, <http://www.acct.org/files/Advocacy/Factsheets%20and%20Summaries/vow%20act%20summary.pdf>.

³⁹ Amanda Dunker, Brent Parton, and Martin Simon, *Veterans' Licensing and Certification Demonstration* (Washington, DC: U.S. Department of Labor, Employment and Training Administration, March 2015), accessed 31 January 2016, https://wdr.doleta.gov/research/FullText_Documents/ETAOP_2015-03.pdf.

⁴⁰ Ibid.

⁴¹ Ibid.

⁴² Ibid.

⁴³ Ibid.

⁴⁴ Ibid.

⁴⁵ Ibid.

⁴⁶ Michigan Commission on Law Enforcement Center, "Mission, Vision and Values," 2016, accessed 31 January 2016, <http://www.michigan.gov/mcoles/0,4607,7-229-41609-318493--,00.html>.

⁴⁷ International Association of Directors of Law Enforcement Standards and Training, "Home," 2016, accessed 31 January 2016, <https://www.iadlest.org>.

⁴⁸ Michigan Commission on Law Enforcement Center.

⁴⁹ Ibid.

⁵⁰ Michigan Commission on Law Enforcement Standards, "Military Police Basic Training Program Evaluation 2015," accessed 31 January 2016, <http://www.michigan.gov/mcoles>.

⁵¹ Ibid.

CHAPTER 3

RESEARCH METHODOLOGY

To effectively conduct law enforcement functions during combat, on military installations world-wide, and in support of civil authorities for consequence management operations, MPs must possess a civilian equivalent POST certification . . . by implementing a centralized certification program that equates to civilian state-level POST qualification, the US Army MP Corps can send a positive strategic policy message: US Army MPs, and possibly all DOD police forces, serve as nationally certified, competent and credible police professionals in any environment throughout the world.

— Colonel Ignatius M. Dolata, Jr. United States Army

The research for this study is primarily conducted using the qualitative methodology approach. A narrative research methodology is used to gather information and to conduct an analysis of the Massachusetts's Police Mission Partnership Initiative (MPMPI) over the life of the program. Both of these methodologies rely on information collected through documentation review. The purpose is to collect, analyze and interpret data pertinent to the research topic. A review of published works will reveal both the benefits and non-beneficial findings of the MPMPI training model.

The narrative research conducted for this thesis follows John Creswell's examples by focusing on the history of the individual. In this research, the MPMPI is acting as the individual, and its story will be told.¹ Chapter Two contains a narrative of the programs which leads to comparison of the MPMPI and the Michigan's program through a chronological lens provides information and data points, which allows for a greater understanding of the individual programs. Building this framework is important to understand the evolution of the MPMPI. Data points will be identified and compared. Ultimately, this information will answer the primary research question.

The concept of condensing training hours is not new; however, the program is a new initiative between the Commonwealth of Massachusetts and its ARNG and ANG units. The research will set the stage for the NG as it relates to military training received and transitioning those skills to local civilian law enforcement. In the literary review, the study presents information for understanding what each entity is, as well as their function and legal limits. Understanding these relationships is the key to determining the proper analysis of the study.

The focus of the study delves into the thesis of this paper, which asks the following questions: Does the MANG's MPMPI training model have utility outside of Massachusetts? If yes, then can this model be beneficial to others? The secondary questions will support the primary question through analysis. The secondary questions are:

1. Does the MPMPI support the CNGB's priorities?
2. Do other states have this program?
3. Does the MPMPI provide benefits to Massachusetts?

Chapter 4 will address the secondary questions. Additional questions will be analyzed via a subset of supporting questions. Chapter 5 will consolidate the findings from chapter 4, to conclude the primary thesis question. Figure 10 will be the framework used when addressing the primary and secondary questions.

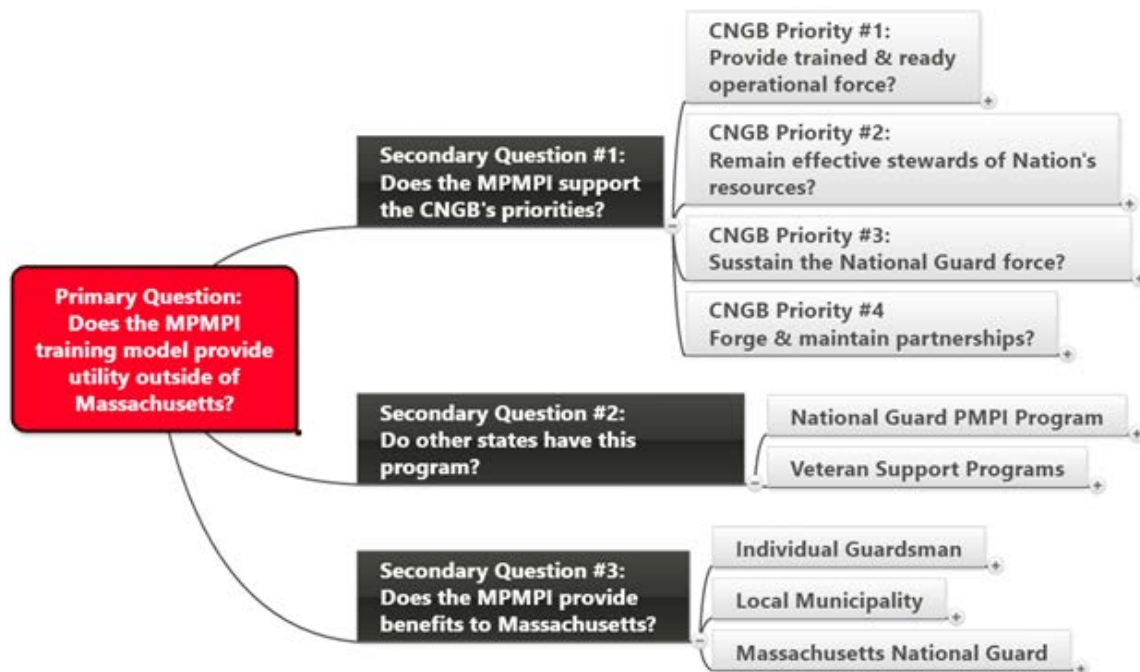


Figure 11. MPMPI Primary and Secondary Questions Expanded

Source: Created by author.

Through a study of the available related works and understanding the genesis of the MPMPI program, this research will identify the potential benefits to both NG units and to the states' civilian law enforcement sectors that can be expanded and reproduced. The focus specifically is to determine what parts of the program will be beneficial to members of the NG who have the MP MOS or SF AFSC, and what those advantages may be in regards to maintaining both their military status and obtaining civilian equivalent employment within local law enforcement. This study examines analysis gathered by looking at the recent graduates of the MPMPI program and the opportunities they were afforded.

The President signed into law the Veterans Opportunity for Work (VOW) Act of 2011 (H.R. 2433) with the goal of providing educational and training opportunities for veterans in transition to employment. While this act is to promote employment opportunities for veterans, it holds a benefit that is similar to the MPMPI. Research has discovered that other states have created law enforcement military transition programs such as Michigan's MP Basic Training Program (MPBTP). This study compares this program against the MPMPI to determine differences and similarities. These are both fairly new programs, and this will show their desired end state and results. Massachusetts and Michigan are executing these similar programs which may prove feasible for other states to adopt these program models. Michigan's program is driven by the VOW Act, which promotes employment while the MPMPI is driven by providing enhanced training to NG MPs at the same standards as Massachusetts civilian police officers. Since these are both fairly new programs, it is beneficial to compare the differences to identify the best practices and results in order to answer the primary research question.

In order to break down the components for better understanding, this study uses a modified version of the military's Doctrine, Organization, Training, Materiel, Leadership and Education, Personnel, Facilities/Policy, and End-state (DOTMLPF-E) model. This DOTMLPF-E model is a problem-solving construct for assessing current capabilities and managing change.² This framework is used in Joint Force military planning. In this comparison, the author uses a modified DOTMLPF model by adding an "E" at the end, for End state. DOTMLPF-E will be the framework model to understand the difference in the two training model programs. Since both programs have different purposes, it is important to capture this in the comparison.

Chapter 1 frames the research and identifies the thesis question. Chapter 2 defines the different organizations, their structures and responsibilities as they relate to the MPMPI program. It discusses the relationships of the organizations, and how they interact within different parameters. Chapter 3 describes the research methodology used in analysis of the program. This chapter discusses how the study was conducted and the analysis was structured. Chapter 4 provides details of the genesis of the program for the understanding of the reader, leading to the analysis, which is conducted in order to reach an unbiased conclusion using results from the research. To complete the study, chapter 5 is the conclusion, where completion of the analysis is reviewed along with recommendations that have been identified throughout the study.

Examination determines if and how the program benefits the local community. This will be done by researching if there is a marked savings in time and money for local police departments. The main question to ask will be: Are there benefits of having police officers in the community who have received military training through the NG? Identification of additional benefits that the MANG may reap while supporting this program will be thoroughly examined.

Further, this study will determine how the active duty forces of the Army and Air Force could benefit. The study will identify the value and cost benefits of this program. It will also identify whom will capture these savings.

At this time, MPMPI is strictly a NG program, and a thorough analysis will determine how this meets NG priorities. It will identify what this program does for the NG and its future missions. As Mission Partnerships are a critical factor in today's

environment, can the MPMPI assist in maintaining beneficial sustaining partnerships and possibly help to forge new ones?

The conclusion of the study will identify other areas of consideration for future research of NG career fields that can translate to the civilian sector with benefits to both. While additional areas were identified, which are not the focus of this study, they should be examined to determine if they contain future benefits in cost and manpower for the NG and state civilian sectors.

¹ John W. Creswell, *Qualitative Inquiry and Research Design: Choosing Among Five Approaches*, 3rd ed. (Thousand Oaks: SAGE Publications, 2012), 72.

² Army Capabilities Integration Center, “What Is DOTMLPF?” 3 February 2016, accessed 3 February 2016, <http://www.arcic.army.mil/AboutARCIC/dotmlpf.aspx>.

CHAPTER 4

ANALYSIS

Because they are state resources, a governor can activate National Guard units based on requirements in the state. In state service, the National Guard is more flexible in terms of the range of missions forces may be assigned, particularly regarding law enforcement tasks. In many situations, leaders are personal acquaintances with the other key state officials, which speeds communication through state channels.

— Department of the Army,
ADP 3-28, Defense Support of Civil Authorities

Introduction

In this chapter, the research findings are presented and interpreted, which will determine the primary question: Does the MPMPI have utility outside the state of Massachusetts? The secondary questions are: Does the Massachusetts PMPI meet the NGB's priorities? Do other states have this program? And does this initiative provide Massachusetts benefits will be analyzed? Figure #7 is the framework of the primary thesis question, supported by the secondary questions.

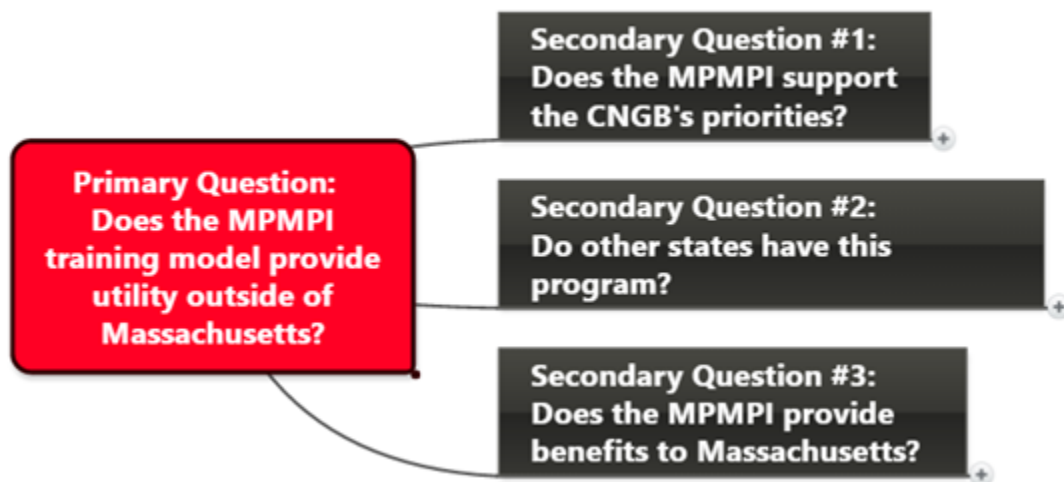


Figure 12. MPMPI Primary and Secondary Questions

Source: Created by author.

The following is the DOTMLPF-E model to dissect the training model for a better understanding and comparison to another training program. The State of Michigan sponsors a similar veteran civilian police program. The two programs are compared in several areas to include the qualifications to enter each program. The differences in purpose or end state will be compared for a deeper understanding to help answer the “why” this program is important. This chapter presents information collected and analyzes the discovered data to support this thesis.

Table 4 is the DOTMLPF model, which is a problem-solving construct for assessing current capabilities and managing change.¹ This framework is used in Joint Force military planning to enable better shared understanding of the situation. Applying the DOTMLPF model to the program, this study analysis breaks down segments of the program for comparison purposes. The acronym for the DOTMLPF-P model that stands

for Doctrine, Organization, Training, Materiel, Leadership and Education, Personnel, Facilities and Policy. To better provide comparison in this study, an “E” is added to the end of the acronym, which stands for *End-state*. This comparison framework is the DOTMLPF-PE Model.

Table 4. MCOLES and MPMPI DOTMLPFE Comparison Chart

	State of Michigan MCOLES	Massachusetts National Guard’s PMPI	
Doctrine	Civilian Law Enforcement	National Guard & Civilian Law Enforcement	
Organization	Michigan Civilian Police	Massachusetts National Guard	
Training	8 weeks (320 hrs.)	Reserve 3 weeks	Full Time 686 hrs.
Materiel (costs)	Academy/College	Reserve MA NG	Full Time Member pays \$2500
Leadership/Education	Academy/College	Mix of MANG and civilian police officers as instructors	
Personnel	Veterans with LE MOS (MP/SF/Master of Arms)	Members of the MANG MP & SF MOS	
Facilities	Civilian Police Academies/Colleges	Facilities on loan from Civilian Police Academy	
Policy	MP veterans can apply, meet all requirements, then apply for police departments. No guarantee of job employment.	Any MA NG MP/SF may attend. Must meet all requirements & endorsed by MANG Commanders. No guarantee of civilian job employment.	
End-state	Veteran Employment	LE direct support operations to JF and CA during man-made or natural disasters	

Source: Created by author.

Having discussed the narrative information of the MPMPI, there is a better understanding of how the training model operates and was created. The MPMPI has been

compared to another similar program. The primary question is the focal point to be answered. This will be accomplished by analysis of the secondary questions. Figure 12 presents the subsequent supporting questions that nest within the secondary questions.

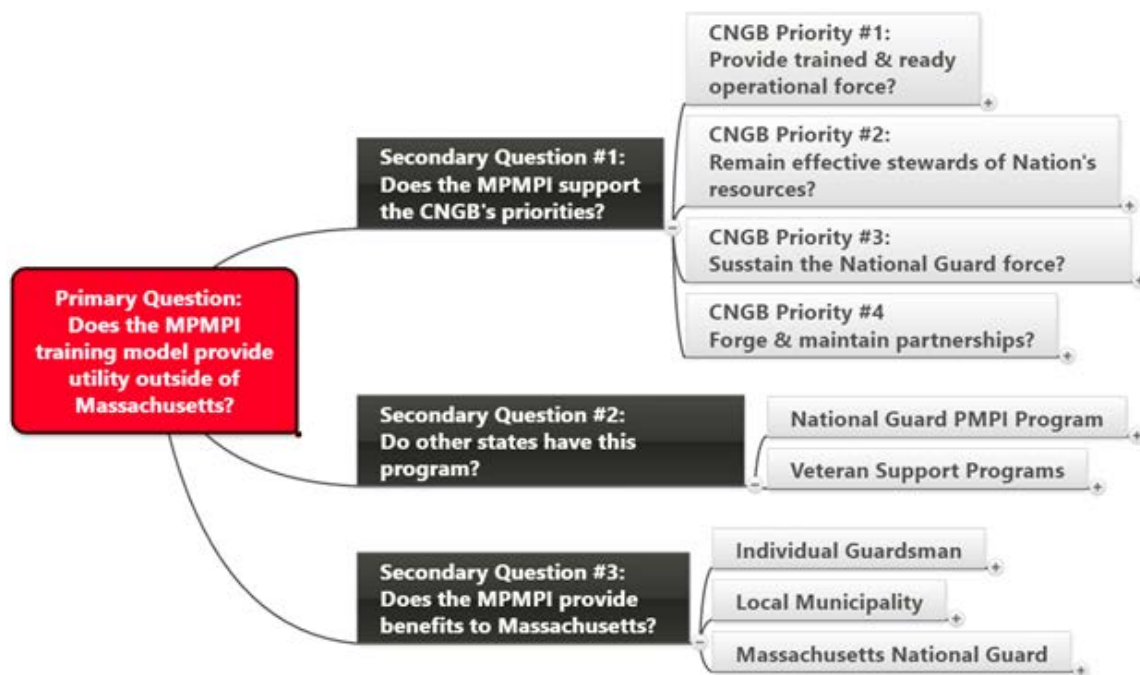


Figure 13. MPMPI Primary and Secondary Questions Expanded

Source: Created by author.

The first secondary question asks, does the Massachusetts PMPI meet the CNGB's priorities? Each year the CNGB publishes his or her priorities through the National Guard's Posture Statement. This is the Chief's vision of importance for the future of the NG. The priorities are established and help guide the NG forces, its programs and commitments throughout the year. In 2015, General Frank J. Grass, Chief of the NGB, published his priorities. These priorities will determine if they provide value

to Massachusetts. If they do, then this is supporting evidence that other states should consider adopting the MPMPI training model. If they do not meet the CNGB priorities, then perhaps other states should not consider using the MPMPI model.

The CNGB's first priority is for the NG to provide a trained and ready operational force.² This is accomplished in a variety of ways. It meets this requirement through leader development; and by using NG Soldiers and Airmen in real world missions and operations, Guard members will remain trained, motivated, and ready to fight.³ It is proven that the MPMPI supplements training of the MANG MPs through enhanced instruction, which is equivalent to the same standard as Massachusetts civilian law enforcement. This additional training is above and beyond the traditional MP or SF instruction received.

MANG MPs are annually assigned to SAD for Massachusetts events, such as the Boston Marathon, Boston's July Fourth Celebration, and many of the storm emergencies throughout the Commonwealth. These same MANG MP units are also called to federal active duty, Title 10 status, to deploy OCONUS, and fight alongside active duty components in the nation's wars. For example, in 2013, the 102nd Security Forces Squadron (SFS) supported the MSP by providing crowd control along the Boston Marathon route during the terrorist attack. Later that fall, this very same Squadron deployed thirteen SF overseas to Oman to provide security in the support of combat operations in the Middle East. These MANG forces continue to employ their training into real-world missions, which keep their hard-earned skills tactically honed. These troops are used domestically and federally to augment the full time operational force.

Today's NG force has a high tempo of state and federal deployments. The Guard attracts highly qualified recruits, and absorbs many combat veterans from the active components who want to continue to serve while also having a civilian career.⁴ The MPMPI is another tool that commanders can use to entice and retain quality Guardsmen. There is potential to increase recruiting and retention rates for the stressed MP units by providing aspiring members another conduit to supplement police training through the MPMPI program in addition to the MP academies. This also may help retain members trying to gain employment as civilian police officers. The MPMPI program is an avenue to help Guard members achieve this goal.

The MPMPI program meets the first priority as it supports the NG to provide a trained and ready operational force by providing MANG MPs additional police training. Since the MANG serves both the Commonwealth of Massachusetts and supports the Federal mission of the military, the enhanced skill sets gained through the MPMPI produce a highly skilled MP, who can employ enhanced capabilities. This new training model is attractive to quality recruits because it gives them additional training, which has resulted in a 50 percent rate of full time employment with civilian law enforcement. The MPMPI supports providing highly trained and skilled MPs to the NG's force.

The second priority is for the NG to remain effective stewards of the nation's resources.⁵ Resources are regarded as money, assets, and manpower. One of the best returns on America's defense investment: The NG's highly skilled people and dual-use equipment that enable them to seamlessly respond to natural or man-made disasters at home and to fight adversaries overseas.⁶ Since nearly 80 percent of the Soldiers and Airmen in the MANG are traditional part-time members, the cost to the federal

government of maintaining this force is a fraction of maintaining an active-duty force of similar size.⁷

Since the MPMPI program provides additional training to MANG MPs, their training can be utilized for SAD and Title 10 war fighting uses. This dual purpose use of these forces delivers value in cost savings to taxpayers. In addition to cost savings, the MPMPI produces a more highly trained MP by utilizing a combination of military training and civilian police training to a MANG member. This efficiency develops an MP with higher skill sets than those with military training alone.

Significant savings are realized because the vast majority of NG members are only paid when needed, at home or overseas.⁸ Students of the MPMPI are volunteers at this time, so they are not in any status during their MPMPI training. If MANG MPs are federally activated to Title 10, what is delivered is a highly skilled MP with enhanced training, who has the potential to outperform the active duty MPs in the realm of law enforcement due as an MPMPI graduate. The advantage to the military is the MPs performance while incurring no additional costs to the active duty military component.

Through this analysis, the MPMPI model program meets and exceeds a positive result for the second priority of the CNGB, which is to remain effective stewards of the nation's resources. Taking into account that the program capitalizes on synthesizing military and civilian training, which is an effective way to conduct training while saving time and money, which satisfies the CNGB's second priority. The MPMPI model reduces costs by leveraging existing training that had previously been conducted through the military.

The third priority from the CNGB is to ensure sustainment of NG forces. NG Soldiers and Airmen live and serve in nearly three thousand communities in fifty states, three territories, and the District of Columbia.⁹ The MANG maintains a presence in every region of the Commonwealth with forty-five sites in thirty-eight communities.¹⁰ The MANG is currently comprised of 620 MPs between the ARNG and ANG units within Massachusetts. Through robust training, activations, and deployments, the MANG has been able to retain and recruit quality members to sustain required readiness levels for state and federal activation. The creation and execution of the MPMPI program has done no apparent harm to the end strength of the MANG.

The MPMPI model supports sustainment via offering a viable program to enhance training and providing potential job employment to its graduates. This program is attractive to potential recruits that desire to enter civilian law enforcement and require this training. The pilot program of the Reserve Officer 3-Week Academy graduated forty-eight ARNG and ANG MPs. The Pilot Full Time 16-Week Academy graduated thirty-three ARNG and ANG MPs. The initial interest and participation of eighty-one MANG members proves that there is a definite interest in the MPMPI from the Guardsmen. Considering that thirty-three Guardsmen voluntarily accepted to attend a demanding pilot program that cost them \$2,500 and a full 16 weeks, shows that Guardsmen believe in this initiative.

The MPMPI model supports maintaining the sustainment of the NG, which is the CNGB's third priority. If the MANG refines the MPMPI and the results stay consistent with civilian law enforcement employment, more interest will be generated, resulting in an increase of top quality Guardsmen enlistments and retention. Members could be in

competition to attend, which will drive up the quality of the candidates and the value of the program. Since this program is currently only open to eligible active (current) members of the MANG with the MP AFSC, these members applying for the program will be highly competitive in nature, which will create motivated Guardsmen in the force.

The fourth priority of the CNGB is to forge and maintain partnerships. The benefits of NG alliances with local, state, and federal partners have decreased response times, eliminated duplication of effort, and ultimately saved lives and property during emergencies.¹¹ The NG's connection to our local communities, builds trust and support for the military.¹² Since the MPMPI program, in itself, is a joint program, it improves relationships between the MANG and the Massachusetts law enforcement community.

The creation of this program needed the buy-in and approval of the Massachusetts Chiefs of Police Association in order to certify the program within the Commonwealth. This certification was built on trust and confidence built between the MANG and the Chiefs of Police Association, the Massachusetts Police Association, the Massachusetts Sheriff's Association, the Massachusetts Emergency Management Agency, and senior leaders of the Massachusetts Executive Office of Public Safety and Security.

Worcester Police Department (WPD) offered their facilities and the use officers to provide the instruction at the academies. This integrated the WPD with the MANG trainees and the administration of the overall program. It is this integration and relationship building that has the potential to serve well in the future during further training opportunities and more importantly during a SAD incident response operation.

Since 50 percent of the MPMPI graduates have received civilian law enforcement employment, this means that these MANG members are in local, state, and college

campus police departments. The graduates are MANG MPs, who completed the MPMPI training program and are employed throughout several different police departments throughout Massachusetts. These members will be the ambassadors for the NG and be those communities' unofficial spokesperson to tell the story of the military.

The MPMPI training model supplements the CNGB's fourth priority, which is to forge and maintain partnerships. This is accomplished through MANG and Massachusetts civilian police and public safety entities throughout the Commonwealth, through the integrated police and MANG academy instructors and facilities, and by equipping MANG members with the proper credentials to gain civilian employment dispersed throughout Massachusetts.

Throughout the creation and establishment of the program, the MANG MP leaders and Massachusetts civilian law enforcement leaders forged a partnership in order to execute the program. For example, the Massachusetts Provost Marshal and the two ANG SF Squadron commanders accept members within the Massachusetts Chiefs of Police Association. MP forces in Massachusetts are acknowledged as active members within law enforcement agencies. This fuels communication, shared understanding, and professional relationships.

MANG and civilian law enforcement leaders worked together in a collaborative effort to ensure the program had legitimacy and operated successfully. These relationships are beneficial throughout the program. Forging the partnerships and relationships will be critical in future domestic operations when the MANG MP forces are under SAD, and working hand in hand with local civilian police departments throughout Massachusetts.

The secondary question asks if any other state have this program. In researching this topic, the author has not found any other NG programs of this nature. The MPMPI is the first MP training model of its kind that provides enhanced civilian law enforcement training meeting state credentialing requirements for civilian law enforcement and annual military training requirements. No other states have this program.

There are other programs that seem similar, but their goals support veterans, not active NG members. These programs are not sponsored by the NG, but are accepted through their respective states. An example of one of these programs is Michigan's Military Police Basic Training Program (MPBTP). This program is designed with the purpose of reducing training time for prior military veterans that held an MP MOS. The non-veteran program is 16 weeks while the MPBTP is reduced to an 8-week program.

Michigan has seventeen regional police academies that are operated by either two or four-year colleges or universities. This does not include large law enforcement agencies that train their own hires, such as the Michigan State Police and Detroit Police Department. These regional academies accept qualified candidates that are "Pre-Service." Pre-Service means that the individual pays their own way through the program, then seeks employment after completion of the academy and passing the Michigan state licensing exam. "In-Service" candidates are those who are hired by an agency, with the agency paying all expenses of the academy and salary to the candidate while in training. According to Williamson Wallace, Director of Criminal Justice Training at Grand Valley State University in Michigan, it is more cost effective for agencies to wait to hire trained applicants.

There are other programs that assist veterans with gaining skillful employment and give prior credit for military training. In May 2011, the Federal Motor Carrier Safety Administration finalized the Commercial Learner's Permit rule, which authorizes State Driver Licensing Agencies (SDLAs) to substitute two years of safely operating trucks or buses while in the military for the commercial driver license (CDL) skills test. States must also meet other requirements in order to give veterans the option of this skills test waiver, but the process allows states to assist veterans and active duty personnel in their transition from their U.S. military occupation to a civilian career. As more troops return from active duty, the U.S. Department of Transportation and FMCSA have joined with the U.S. Departments of Defense, Labor, and Veterans Affairs to facilitate this process.¹³ While this is not MP specific, these agencies are seeing value in military experience and are capitalizing on this benefit.

The final secondary question asks, Does the MPMPI provide benefits to Massachusetts? In order to address this question, this will be broken into three subset questions to encompass three entities. Does this program provide value and benefit for the individual Guardsman, a local municipality, and the MANG?

The MPMPI program, whether the reserve or the full time academy, individual Guardsmen with enhanced law enforcement skills, along with hours of instruction, that non-participants in the MANG do not. The individual also receives specific classroom instruction on Massachusetts law that the military MP academies do not offer. This additional training provides enhanced training for the individual Guardsman.

The MANG is composed of over 8,500 Guardsmen across Massachusetts, of which 80 percent are part-time traditional guardsmen. This leaves approximately 6,800

guardsmen serving in a part-time capacity. The majority of these guardsmen balance a civilian career along with serving in the MANG.

According to Lieutenant Colonel Rick Cipro, MANG Provost Marshall, the initial class from the pilot full time academy is resulting in 50 percent of the graduates finding full time employment within civilian law enforcement within months of graduating the program.¹⁴ For many this is their goal. Guardsmen have the opportunity to join the MANG, attend Basic Military Training and Advanced Individual Training (AIT)/Tech School, become MPs, and then attend the MPMPI to enhance their law enforcement training and increase their chances of being hired on a civilian police department. Private First Class Kevin O'Donnell, a graduate in the first full time academy, who gained employment and started working ten days after graduation stated, "I've wanted to be a police officer ever since I was five years old." O'Donnell said, "So this is basically the dream coming through, right here. It's a great way to start off my career, in the law enforcement field."¹⁵

This program does have some requirements, which include time and money. Individuals are charged \$2,500 for tuition for the full time police academy. Some Guardsmen can apply their earned 11 September GI Bill to cover these costs, while some may have to pay out of pocket expenses. The program also requires individuals to dedicate time and effort to these programs. This is an implied task, but should be captured for analysis.

Overall, even though the individual must pay for their training in time and costs, it is considered an investment. It is a benefit when the graduating class of the first pilot program experiences an employment rate of 50 percent shortly after graduation. The

enhanced skills that the individual receives produce a better trained individual with marketable employment skills in the civilian sector and a more capable MP in the MANG role. The MPMPI program provides a benefit for individuals.

Does this program provide benefit for local municipalities? Civilian police departments are required to go through a hiring process to select candidates for employment. Once applicants meet all required standards, they must attend and successfully pass one of the MPTC Recruit Academies. These MPTC-operated academies cost \$3,000 for tuition and operate approximately for 20-plus weeks. Some MPTC authorized academies (Boston, Lowell, MBTA, Springfield, and Worcester) may run longer.¹⁶ During the 20-plus weeks of training, the police department pays the candidate a salary. While many departments pay their officers differently, Massachusetts police and sheriff's patrol officers receive an average of \$56,040 according to Newsmax.¹⁷ For this estimate, the study will assume a conservative 35 percent of the average salary for twenty weeks, which is \$19,614. A police department will have to pay \$3,000 for tuition, and pay their candidate approximately \$19,614 while training for a total of \$22,614. The department will also be without a productive police officer during the time of the candidate's attendance at the academy and the time awaiting the academy.

The alternative for the local police department is to hire a MPMPI graduate. The graduate is military and civilian law enforcement-trained, an active member of the MANG, and meets all credentialed requirements to be a certified police officer within Massachusetts. This candidate does not need to attend any further training, besides the localized training internal to the police department. The local municipality will save over \$22,614 and the 20-plus weeks of training time. The MPMPI graduate can be a

productive member of the police department the very next day after being hired. With continuous budget restrictions, this option is very attractive, especially for small towns where funding is limited.

A significant drawback could be a manpower issue if a civilian police department has too many MANG MPs within their ranks. This could hurt a department if many of their civilian police are called to SAD or Title 10 Deployment OCONUS, thus leaving a reduced police force in the local community. This would most likely hurt smaller police departments that are limited with their personnel and budgets. Police department leadership will need to consider this factor while managing their forces. Police leadership will also need to adhere to the Uniformed Services Employment and Reemployment Rights Act of 1994 (USERRA) which a federal law that establishes rights and responsibilities for uniformed service members and their civilian employers.¹⁸ National Guard leaders will also have to consider the local effects of the communities when activating their forces for SAD and Title 10 missions.

One issue of concern in the public is that local civilian police departments are looking more like military units than civilian law enforcement departments. The hiring of veterans and NG members add to this viewpoint. While some police departments have military equipment such as trucks, weapons and uniforms, there is a clear line between federal active duty Title 10 military forces, the NG Title 32, and civilian law enforcement.

Active duty military forces are not allowed to conduct civilian law enforcement duties within the Continental United States, under the Posse Comitatus law. NG forces may support civilian law enforcement when called to SAD under the direction of the

governor of that particular state. NG members are only paid by the military while training or called to duty. The members have the right to be employed by any company or government agency like all other citizens.

Some argue that the police departments are looking more like paramilitary forces, with similar uniforms, equipment, and tactics, techniques and procedures (TTPs) as the military. While this research does not address officers' apparel, the equipment used, and the TTPs, it does focus on the person. In the American Civil Liberties Union article, "The War Comes Home," it states, "Militarization of policing encourages officers to adopt a 'warrior' mentality and think of the people they are supposed to serve as enemies."¹⁹ The concern is that the more military personnel that enter the police ranks, the more it will be perceived that the department looks and acts like an occupying military force. The following paragraphs will assess this argument by addressing the personnel, training, and benefits of the warrior mindset.

The NG is comprised of citizen soldiers who only train, on average, one weekend a month and two weeks per year. These members have other full time jobs or are college students elsewhere within their communities and states. Since Guardsmen are typically local to their NG unit, they live and work within that very same community that they serve. If these Guardsmen become civilian police officers in a local community, they will be a reflection of the community and not an outsider. That same individual will serve his or her local community as a sworn police officer with a local civilian police department as well as in the NG.

The MPMPI program is currently designed for MANG members who are currently credentialed MP and SF. This means that they have already undergone the MP

Police Academy, which includes over 646 instructional hours that include patrolling, community policing, dealing with individuals and legality issues. All military forces are not only infantry forces, but are trained MPs. Once a graduate completes the MPMPI program, that MP will receive an additional 686 hours of instruction, which includes Massachusetts specific law and issues. These graduates will have ultimately completed two credentialing police academies, military and civilian, which make them more trained than their civilian-only counterparts.

A Federal Bureau of Investigations (FBI) study concludes that active shooter incidents are trending upward. In the years 2000-2013, the United States has experienced 160 active shooter incidents resulting in 1,043 casualties. While no one can determine how one may react to a violent situation until it occurs, the best preparation is through training. Responding to the active shooter situations has been a challenge for law enforcement.

**A Study of 160 Active Shooter Incidents in the United States Between 2000 - 2013:
Annual Totals of 1,043 Casualties**

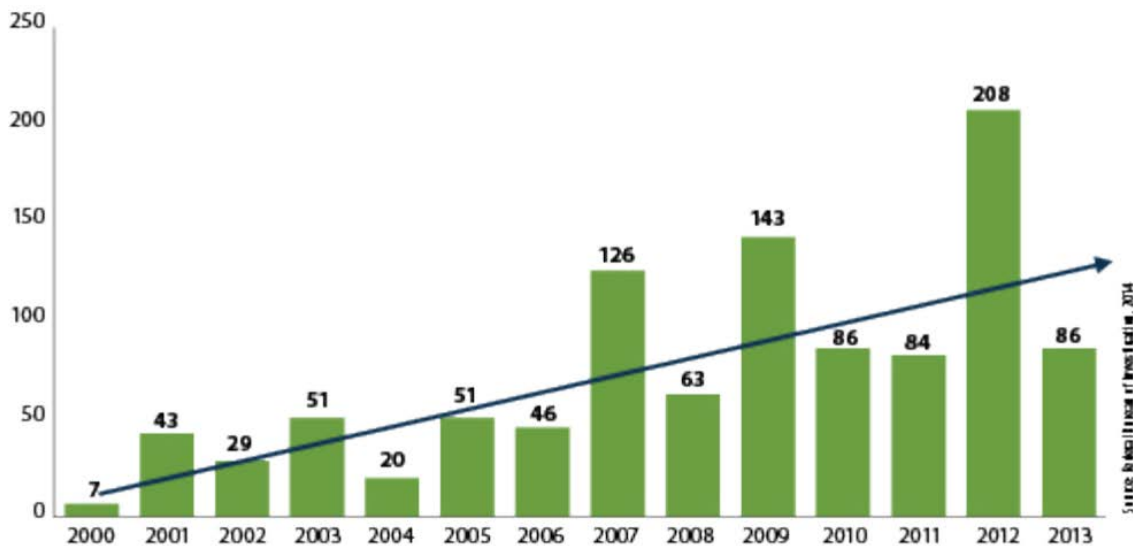


Figure 14. Active Shooter Incidents

Source: J. Pete Blair and Katherine W. Schweit, *A Study of Active Shooter Incidents in the United States between 2000 and 2013* (Washington, DC: Texas State University and Federal Bureau of Investigation, U.S. Department of Justice, 2014), 9, accessed 18 May 2016, <https://www.fbi.gov/news/stories/2014/september/fbi-releases-study-on-active-shooter-incidents/pdfs/a-study-of-active-shooter-incidents-in-the-u.s.-between-2000-and-2013>.

An added value for a local police department that has a MPMPI or NG member within their ranks is they already have military training and possibly combat experience. Since military members have completed Basic Military Training (BMT), otherwise referred to as *boot camp*, they have experienced stressful situations. MPs have peacetime law enforcement functions as well as war fighting tasks. In fact, DoDI 5525.15 of 27 April 2012, requires that all military installations perform active shooter training on an annual basis. This additional training and experience, which many civilian-only police

officers do not have, may provide a better response to an active shooter situation by a civilian policeman who is also a member of the NG.

Military training enforces a military mindset or “warrior mindset,” which refers to the mental tenacity and attitude that officers, like Soldiers, are taught to adopt in the face of a life-threatening struggle.²⁰ In the book, *Warrior Mindset*, co-author Dr. Michael J. Asken writes, “experience shows that up to 90% of successful performance is attributed to psychological skills. Rarely is that number reported to be less than 40%. This comes from talking to military personnel, police officers, including SWAT tactical team members, and other emergency responders who engage in life and death situations.”

In the book, *Warrior Mindset*, co-author Lt. Col. Dave Grossman says, “In the end, it’s not about the ‘hardware,’ it’s about the software. Amateurs talk about hardware or equipment, professionals talk about software or training and mental readiness.” In other words, another way of looking at warrior mindset is with mental readiness. It is this warrior mindset and ethos that can push police officers into a dangerous situation, where life is at stake, and survive. While some think this mindset is too aggressive, it is needed for the success and survivability of police officers in situations like an active shooter incident.

The article, “The War Comes Home by the American Civil Liberties Union (ACLU),” states that militarization of policing encourages officers to adopt a “warrior” mentality and think of the people they are supposed to serve as enemies.²¹ This is in part due to the TTPs, equipment and training of civilian police mirroring military training. The article concludes that the war on drugs was the reason police resorted to utilizing military tactics that are designed for use on the battlefield and not in communities across

America. There is some evidence that people perceive police militarization as threatening, which suggests that police militarization itself could undermine public safety.²²

There exists a school of thought that believes the local police are becoming too militaristic. However, the hiring of military members, such as graduates of the MPMPI, brings value to the police department in the form of additional training. These graduates have both military and civilian training. These graduates have experience in stressful situations, which may go beyond the training of civilian police. This additional training and mindset may contain potential benefits to the community, during an act of violence, which may improve the police response to help stop aggression and save lives.

The two wars in Afghanistan and Iraq have focused the U.S. military on fighting a Counterinsurgency (COIN) strategy which is primarily a political struggle that is population-centric in nature. While military forces are trained to conduct combat, through these wars, they needed to adapt to a different COIN mindset. According to Joint Publication 3-24, in COIN operations this means an adaptive and flexible mindset to understand the population, anticipate insurgent actions, be comfortable among the population, and appreciate the comprehensive approach of unified action. Even though many veterans of these wars experienced combat, many of their experiences were in gaining the support of the local people.

Does this program provide benefit for the MANG? The MPMPI is a MANG program. Since the program is only open to current standing members of the MANG, either ARNG or ANG MP members, the end state, as previously addressed is to enhance the training and experience of the members. It grants qualified members additional

Massachusetts specific law enforcement training through the program. This condensed instruction reviews previous training and expands civilian law enforcement. The MANG will have more trained and experienced MPs within their ranks who can be used for SAD and Title 10 activations.

Fifty percent of the MPMPI graduates are employed in civilian police departments throughout the Commonwealth. These Guardsmen are leaders in their positions and act as liaisons for telling their story of the MANG. This benefits the MANG by having guardsmen representing their units throughout the communities in Massachusetts. During time of SAD, these members can be effective liaisons between the MANG and the community leaders. Since disasters are always local, no one knows the communities better than the local police. The MANG can leverage these established relationships through the member to provide effective response services during a SAD Domestic Operation mission.

The MPMPI program requires time and resources in order to make this successful. The full time academy costs the students \$2500 tuition, the instructor man-hours are over 686 hours of instruction and preparation time. The facility and vehicles are loaned by interagency departments, instructor time of and planning man-hours. The reserve academy is 168 man hours of instruction. Planning this program takes effort and coordination between the MANG, civilian law enforcement leadership, and personnel required for instruction. Resources such as the facilities, equipment, and vehicles are utilized through a loan by local civilian agencies. This study was not able to quantify the hours or value of the resources needed to conduct this program at this time.

¹ Army Capabilities Integration Center, “What Is DOTMLPF?” 3 February 2016, accessed 3 February 2016, <http://www.arcic.army.mil/AboutARCIC/dotmlpf.aspx>.

² National Guard, “National Guard Bureau Posture Statements.”

³ Ibid.

⁴ Ibid.

⁵ Ibid.

⁶ Ibid.

⁷ Massachusetts National Guard, “Quick Reference Guide-March 2016,” 2015, accessed 21 April 2016, <http://www.thenationsfirst.org/quick-reference-guide.html>.

⁸ National Guard, “National Guard Bureau Posture Statements.”

⁹ Ibid.

¹⁰ Massachusetts National Guard, “Quick Reference Guide-March 2016.”

¹¹ National Guard, “National Guard Bureau Posture Statements.”

¹² Ibid.

¹³ Federal Motor Carrier Safety Administration, “Military Skills Test Waiver Program,” last modified March 8, 2016, accessed 20 April 2016, <https://www.fmcsa.dot.gov/registration/commercial-drivers-license/military-skills-test-waiver-program>.

¹⁴ Rick Cipro, “Police Mission Partnership Initiative (PMPI) Update” (presentation to Provost Marshal, Massachusetts Army National Guard, MA, 29 May 2014).

¹⁵ Alfred Tripolone, “Massachusetts Graduates the Nation’s First Civilian Police Academy for Citizen-Soldiers,” Massachusetts National Guard, 1 May 2015, accessed 20 April 2016, <http://www.thenationsfirst.org/massachusetts-graduates-the-nation%E2%80%99s-first-civilian-police-academy-for-citizen-soldiers.html>.

¹⁶ Massachusetts Government, “Frequently Asked Questions about the Police Academy,” 2016, accessed 21 April 2016, <http://www.mass.gov/eopss/law-enforce-and-cj/law-enforce/mptc/training-and-academies/recruit-officer-courses/full-time-recruit-officer-courses/recruit-officer-faqs.html>.

¹⁷ Breana Noble, “What is Average Salary of a Police Officer in Massachusetts?” NewsMax, 15 July 2015, accessed 19 April 2016, <http://www.newsmax.com/FastFeatures/average-salary-police-officer-Massachusetts/2015/07/15/id/657320/>.

¹⁸ Employer Support of the Guard and Reserve, “What Is USERRA,” 2016, accessed 10 May 2016, <http://www.esgr.mil/USERRA/What-is-USERRA.aspx>.

¹⁹ American Civil Liberties Union, “War Comes Home: The Excessive Militarization of American Policing,” 2016, accessed 24 April 2016, <https://www.aclu.org/feature/war-comes-home>.

²⁰ Seth Stoughton, “Police Warriors or Community Guardians?” *Washington Monthly*, 17 April 2016, 1, accessed 23 April 2016, http://www.washingtonmonthly.com/ten-miles-square/2015/04/police_warriors_or_community_g055130.php.

²¹ American Civil Liberties Union.

²² *Ibid.*

CHAPTER 5

CONCLUSIONS AND RECOMMENDATIONS

It is my hope that this initiative's success can provide other states with a template for similar action.

— Major General L. Scott Rice, Massachusetts Adjutant General

Conclusion

The primary question in this paper asks, does the MPMPI training model have utility outside the Commonwealth of Massachusetts? Chapter 4 analyzes the secondary questions via subset questions. Through a qualitative analysis, the answer to these questions drives the primary question to “Yes.” The MPMPI model can deliver utility outside Massachusetts. The author came to this conclusion by analyzing the information available at this time through analysis using the framework in figure 15.

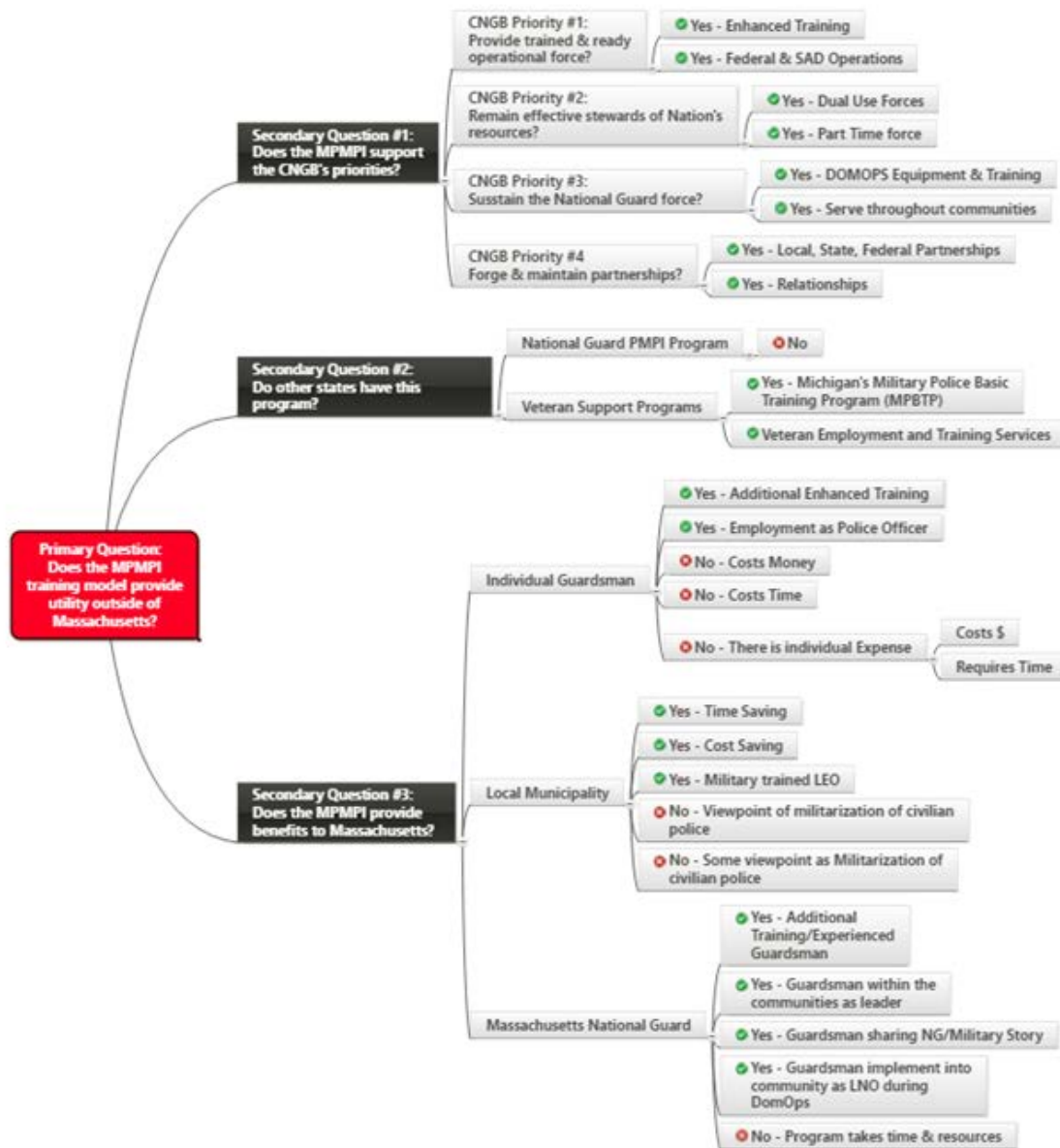


Figure 15. MPMPi Primary and Secondary Questions Answered

Source: Created by author.

The first secondary question asks, does the MPMPi meet the CNGB priorities? As pointed out in chapter 4, there are four priorities. These priorities are (1) to provide trained and ready operational force; (2) remain effective stewards of the nation's

resources; (3) sustain the NG; and (4) forge and maintain partnerships. The following paragraphs summarize the findings addressed from chapter 4.

This MPMPI training model provides enhanced training to the MANG MPs. In addition to providing supplemental law enforcement skills to Guardsmen, these forces are more adaptable to applying their enhanced skills to both SAD and Federal Activation to support fighting our nation's wars. This training program complies by providing trained and ready operational force to the MANG.

The training model accredits training that was previously conducted to MANG through the MP academies. This synergy effectively uses current training to meet civilian training requirements. The NG can be used for both State and Federal missions. MPs can go from providing law enforcement capability to MSP in one incident, and then be activated to deploy overseas for warfighting. The cost advantage is that most MANG members are part time (traditional Guardsmen) who only train one weekend a month. Ideally, the taxpayers only pay for the Guardsmen services when they are needed or for limited training assemblies. This part time/dual-use Guardsman is a very efficient and effective use of stewards of our Nation's resources.

Sustainment of the MANG force requires manpower and equipment. Recruitment and retention play a major role in keeping qualified Guardsmen within the ranks. This is often challenging with a part time force. Members need to balance a full time civilian career while performing Unit Training Assembly (UTA), Annual Training (AT) requirements and current day deployment rotations. Utilizing the MPMPI training model, it minimizes training hours, while meeting training requirements. It saves time and saves money, which is attractive to the MANG, civilian agencies, and the individual member.

The MPMPI gives a Guardsman accreditation to become a reserve or full-time civilian police officer within Massachusetts. Since members are already trained and ready, civilian police departments would not have to send this individual through the very same training, saving the departments months of time and thousands of dollars. This is very beneficial for any department or agency that hires one of these graduates.

A unique aspect of the NG is that it is comprised of “citizen soldiers,” a military of the people. When the MPMPI graduates are hired in any of the fourteen counties, thirty-nine cities and 312 towns across Massachusetts, they can take on the role of military ambassador.¹ By working in communities throughout the Commonwealth, simultaneously being members of the MANG, they can tell their story of the NG. These ambassadors may be the only interaction that some of the public engages with the U.S. military. It is important to connect the citizens to the armed forces for recruiting purposes and, more importantly, for public support.

MPMPI is a true partnership between the MANG and Massachusetts civilian law enforcement. Through the creation, accreditation, execution, and hiring stages of this program, both parties establish supporting relationships. The partnership helps forge relationships that will be beneficial during the program and during NG SAD to domestic operations. The forging and maintaining of partnerships are the fourth priority of the CNGB priorities, and the MPMPI is an exemplary example of this partnership. The training model connects military training with civilian training, and can establish partnerships with any NG unit that adopts this model.

While the CNGB’s priorities change with revolving Chiefs, it is assumed that any changes in priorities are not very drastic. The MPMPI program’s potential for recruitment

and retention for members in these programs are so beneficial that both the CNGB's priorities will be met while enhancing the law enforcement community. If this training model is adopted by other states, they can enrich their MP skill sets, develop improved partnerships between NG forces and civilian police departments, and boost NG forces representation amongst local police departments throughout their communities.

The analysis of the next secondary question asks if other states have this PMPI program. The conclusion is that only Massachusetts has this PMPI program. In Massachusetts, this program is a sponsored MANG program credentialed by MANG and the Commonwealth of Massachusetts.

Other states have programs that are similar, however, their end state is a veterans program to support employment. The primary purpose of MPMPI is to enhance the MPs within the ranks of the MANG, while providing the benefits for participants in civilian law enforcement employment.

The final secondary questions to address is if the MPMPI provides benefits to Massachusetts. As the analysis has shown, this program is proven to provide value to the individual Guardsman through granting opportunity for additional law enforcement training that focuses on Massachusetts law. This program also meets all requirements to become a credentialed, sworn police officer in Massachusetts if hired by a local police department. Currently, 50 percent of 2015 graduates are employed by a police department.

This course takes approximately 16 weeks of full time training at a cost of \$2,500. Eligible candidates are able to use earned VA benefits to help with this cost. Even though the program costs money and time, participants gain instruction and training making

them valuable members of the MANG, and giving them a significant advantage for civilian police employment.

Local municipalities that hire graduates of the MPMPI can capitalize on many benefits. The advantages include savings of over \$22,614 per new hire and avoiding a loss of over six months of NG, where these established relationships may be invaluable during times of emergencies.

The MANG benefits through this program by having trained and skilled MPs within the ranks of the force. These members are employed throughout the communities and act as military ambassadors to tell the story of the MANG and the Armed Forces. These same members are critical during SAD Domestic Operations to depend on their relationships and understanding of the local communities.

In conclusion, the MPMPI meets the CNGB's priorities. It is the only NG program of its kind in any state, and it provides benefits to the Commonwealth of Massachusetts. The MANG PMPI is a worthy training program, and its training model may provide utility outside of Massachusetts. The costs of time and money and the concern over the militarization of the civilian police force are factors that need to be considered. These are risks to mitigate in adopting this program. Other states should consider adopting all or part of this program even with these risk factors. Throughout this study, other areas for further research and consideration are recommended.

Recommendations

Research into this topic also raises numerous capacities that warrant further exploration in a comprehensive and disciplined fashion. As is often the case, in attempting to answer the primary research question, others are raised. Some of these

potential categories convene with the influence of the training models and different applications of this construct.

The MPMPI model takes advantage of an MP or SF's previous military training and experience to produce a credentialed law enforcement officer when combined with additional civilian police training in Massachusetts. Streamlining training and avoiding redundant training requirements reduces hours and costs. It is recommended that other MOSs consider adopting similar programs. Areas that should be considered include military firefighting, logistical truck drivers, aircraft mechanics, engineers, and medical careers.

It is recommended that the MANG consider opening the MPMPI program to allow law enforcement, MP, SF, Master of Arms, and Criminal Investigator veterans to participate. This is the same requirement that is in Michigan's Military Police Veteran's Academy. The veteran will need to successfully graduate from a military police or equivalent academy. The veteran will also need to possess an honorable discharge.

Opening the program to veterans may increase recruiting by veteran students attending the MPMPI program, working hand in hand with other MANG members. Exposure to the MANG during training will educate veteran students on the NG missions and possible opportunities. Working with fellow students will develop camaraderie, which may lead to increased reenlistments. Even if veteran students do not enlist in the MANG, the program will still support the VOW Act by providing education and training to veterans.

Further research should be conducted to consider whether the MPMPI Program should allow non-law enforcement, MPs, or SFs, to participate in the program. Allowing

other NG MOS into the program will increase the application pool tremendously. Many MOS, while not specifically law enforcement focused, include similar skill sets, such as weapons handling, tactics, physical fitness, leadership, followership, tactical driving, and first aid. Would it be feasible to have a combat arms MOS such as infantry or artillery participate in this program?

The benefit of opening participation to non-law enforcement also brings members with different skill sets that may be beneficial to the MANG. Having an augmentee program with qualified police-trained NG troops, in addition to their primary MOS, provides more capability. As an example, a medical technician, who has completed the MANG MPMPI program, brings both medical and law enforcement training to help save lives and deliver services to the local community when called up during a natural disaster.

Along with non-law enforcement personnel attending the program, these members may bring a different perspective to the training and education, allowing different career field personnel helps to avoid groupthink. This type of thinking limits creativity and stovepipes the thinking process. Bringing different backgrounds, education, and training to the program helps to develop better critical thinking for all students in the program.

Allowing veterans and MANG members of non-law enforcement MOS supports the military member, regardless of their status, by arming them with additional education and training. This may be beneficial to the NG with increased retention and recruiting efforts. The MPMPI program will make members more proficient to conduct law enforcement missions, and provide graduates a better opportunity for employment. Better job opportunities support veterans and are in line with the VOW Act.

MPMPI is a new program initiated by the MANG. This study recommends exploration of regional MPMPI academies. Some states may see more benefits than others in this program. Since this program model reduces redundancy of effort, maximizes training hours, and reduces costs, some smaller states may want to utilize a synergy concept. A recommendation is to analyze the creation of regional academies, such as a breakdown of FEMA regional MPMPI academies.

Adapting this model to other states brings up several issues. Cross-state training and lateral transfer of training that need further study, since every state has its own standards and regulations. A regional academy would need to satisfy the training requirements of each particular state or city. Even though training requirements may be different overall, they are very similar with small differences. As an example, MANG could offer training to other New England states within the FEMA Region 1. The training would be conducted to meet the Massachusetts standards, while students from other states would have their state-specific training and requirements met by their own state instructors. This separate training could be accomplished at the same time, or after attending the Massachusetts academy. Students from other states will also need to pay for their portion of training. A further look into coordination and creating agreements for cross-state participation needs to be investigated.

Most NG members work civilian jobs while many others are in transit, moving to other states for job opportunities. State to state agreements could be created so that MPMPI academy graduates could receive credit in other states for law enforcement training. Since members can transfer from one state NG unit to another, this state-to-state transfer could be beneficial to the member. The individual state training will need to be

completed, so a program to fill this void can be created. This is another benefit that could assist with improving recruiting and retention for the NG.

Currently, the MPMPI program charges students a cost to participate in this program. Students do not receive any compensation throughout their attendance at the academy; students pay for training. The lack of compensation during the three-month training at the academy limits member participation because, for many, this is a financial hardship. Since the MANG benefits from this program by having a better trained and proficient MP within the ranks, it is recommended that NGB or MANG create a funding vehicle to provide this training at zero cost to the students. Further study should be conducted to determine if the NGB or MANG could create funding for this program.

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